



GOVERNMENT OF ANDHRA PRADESH

Report of the Administrative Reforms Committee

1964 - 65



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CHAPTER I

INTRODUCTION

Appointment of the Committee:

In their Proceedings Ms. No. 519, General Administration (Organisation and Methods) Department, dated the 27th April, 1964, the Government of Andhra Pradesh set up an Administrative Reforms Committee to advise on measures to be taken for the improvement of the existing machinery of Government with the following members:—

Chairman

1. Sri N. Ramachandra Reddy, Minister (Revenue).

Members

2. Sri S. B. P. Pattabhirama Rao, M.L.A.
3. Sri V. B. Raju.
4. Sri Tenneti Viswanatham, M.L.A.
5. Sri P. Sundarayya, M.L.A.
6. Sri Ghulam Hyder, I.A.S. (Retd.), Chairman, Andhra Pradesh Public Service Commission.
7. Sri R. L. Gupta, I.C.S. (Retd.), Principal, Administrative Staff College of India, Hyderabad.
8. Sri V. K. Rao, I.C.S., Special Secretary to Government, Industries Department.

1.2. The following are the terms of reference to the Committee:—

(1) To review the working of the Administrative Machinery, as at present organised, and the manner in which it functions, with a view to assessing its adequacy to a democratic Government in a Welfare State and to suggest measures for improvement and efficiency consistently with economy.

(2) To enquire into the responsibilities of the Secretariat and the various Departments of the Government and to advise in what manner the exercise and distribution of the functions of Government could be improved.

(3) To suggest measures for delegation and decentralisation of power with a view to encouraging responsibility and initiative at all levels and securing expeditious despatch of Government business, in particular to define and delineate business between the Secretariat and the executive Heads of Departments.

(4) To suggest measures for the better co-ordination of the activities of different departments at the district level and particularly as between the State Government offices and units of local administration.

(5) To examine the adequacy of public relations in Government offices and suggest measures for the improvement of contact and understanding between the public and the executive wings of Government at the field level.

(6) To examine and suggest measures for facilitating attention to complaints, enquiries and requests for information from the public.

(7) To suggest measures for checking the evil of corruption at all levels especially to the extent that these arise on account of the nature and complexity of official routine.

In addition, the Committee may make any further recommendation for the improvement of the administration, and to secure quicker and more efficient service to all members of the public.

1.3. Sri P. Sundarayya, M.L.A., who is a Member of the Committee has been kept under detention from 30th December, 1964. His services were, therefore, not available to the Committee except for a brief period at the earlier stages.

Working of the Committee:

1.4. The Committee met on 9th June 1964 for the first time and reviewed the work which had already been done in connection with reforms in administration and discussed various aspects of the terms of reference of the Committee. It decided to issue a comprehensive questionnaire to obtain the views of officials, prominent non-officials and Members of the Legislature and Parliament on the subject. Two sets of questionnaire were prepared--one, a detailed one (Part A) for being circulated to the officials and the other, a general one (Part B) for circulation to the non-officials,

service associations and others interested in the subject. Copies of the Questionnaire are given in Appendix-I. While the Questionnaire intended for officers, was circulated to all the Secretaries to Government, Heads of Departments, Collectors, District Judges, Revenue Divisional Officers, Tahsildars and Block Development Officers, copies of the Questionnaire intended for non-officials were circulated to the Members of Parliament from Andhra Pradesh, all the Members of the Andhra Pradesh State Legislature, Chairmen of the Zilla Parishads and to selected retired officials and to service associations. A list of persons and institutions to whom the Questionnaire was issued is given in Appendix-II. In addition to this, the terms of reference of the Committee were also given publicity through Press release; and various individuals, institutions, service associations and others interested in public administration were requested to offer their suggestions to the Committee on the points covered by the terms of reference. There was good response to the press release and the questionnaire. Replies were received from all the officials and from a number of institutions, service associations and individuals. The list of individuals, associations and the institutions from whom suggestions were received is given in Appendix III.

1.5. The Committee held meetings between the 9th June, 1964 and the 31st October, 1965 (81 sittings in all 71 days) to examine various issues arising out of the terms of reference. The Committee also heard the views and suggestions of a number of officials, including Secretaries to Government, Heads of Departments, representatives of service associations, legislators, and others interested in the subject. The Committee records its grateful appreciation of the help received in this way. With a view to be within easy reach of those who wanted to tender evidence the Committee also held sittings at Visakhapatnam, Warangal, Vijayawada and Kurnool. A list of persons and associations who gave evidence before the Committee is appended to this report in Appendix-IV.

1.6. At the time of the constitution of the Committee, in April, 1964, the Committee was requested to complete its work within a period of six months. The members of the Committee had to attend to this work, in addition to their own work in the spheres in which they were engaged. Therefore, it was not found possible for the Committee to

meet frequently and complete its work within the prescribed time limit. The examination of many of the officials, non-officials and associations also took considerable time. The Government, therefore, extended the time till the end of October, 1965.

Brief Retrospect :

1.7 The State of Andhra Pradesh was formed on 1st November, 1956 following the Reorganisation of States of India. The new State comprises the eleven districts of the old Madras State which had been carved out of Madras State and constituted into the Andhra State on 1st October, 1953 and the nine districts forming the Telengana area of the erstwhile Hyderabad State. Thus the new Andhra Pradesh State has inherited two different and distinct systems of administration with two sets of personnel, two sets of laws, rules and regulations in force, and two different traditions. Immediately after the formation of the new State, all Government efforts were concentrated on solving the transitional problems consequent on the merger. Though a period of nearly nine years has elapsed since the formation of the State, the problems consequent on reorganisation have not yet been fully solved.

1.8 With Independence and the concept of a welfare State, the State Government has assumed many duties and functions, and the tasks of administration have acquired a new orientation. The working of the three Five-Year Plans, which comprise schemes ranging from heavily financed irrigation and power projects to numerous educational, social and health schemes reaching every citizen in the State, has resulted in a vast increase in the volume of official work and devolved heavy responsibilities at all levels of Government agencies. The assumption of new responsibilities by the Government has resulted in the multiplication of the administrative processes. The institution of Panchayati Raj, the consequent democratic decentralisation of administration and the handing over of large spheres of developmental work to the people themselves right down to the village level also calls for reorganisation of Government business and changes in current methods of work. The citizen of today is rightly critical of delays in administration, wastage of money or dilatoriness in dealing with his problems.

The need for Reform :

1.9. Administrative reform, is, in its very nature, a continuous process. No Government can, at any time, afford to ignore the need for reform in the administration of public affairs and particularly at a time, as now, when it is engaged in a gigantic effort to improve the living standards of the people and in building a welfare State. Realising the magnitude of problems of this nature in the changing situation, since the formation of the enlarged State of Andhra Pradesh in 1956, the State Government had appointed an Economy Committee in 1957 and an Administrative Reforms Committee in 1960. Most of the recommendations of these Committees have since been implemented. The Government has also constituted a Standing Administrative Reforms Committee in 1962 consisting of 3 senior officials including the Chief Secretary to examine and suggest administrative reform from time to time. This Committee is charged with a continuing responsibility for proposing measures for improvement in the standards of administration.

1.10. In spite of all this, there prevails a feeling that the present administrative machinery is not adequate for the realisation of the ideals of a welfare State. There is still a good deal of dis-satisfaction and irritation among the public. They feel that their problems and grievances are not being attended to effectively and quickly, that there is corruption in departments of Government, that there are undue delays in the disposal of business, and that the officials are not sufficiently responsive to the requirements of a democratic set up. With the increase in the volume of Governmental work, there has also been a corresponding increase in the staff employed by Government. However, it cannot be said that the administration is fulfilling its role adequately and so long as the common man remains dis-satisfied, it has to be assumed that the administrative machinery is not functioning as it ought to. It is necessary that from time to time assessment should be made of the results of the administrative effort and reforms carried out wherever inadequacies are noticed. The Committee has, therefore, interpreted its appointment as an expression of the desire of the Andhra Pradesh Government to have a fresh survey of the responsibilities of the Executive Government, the scrutiny of the distribution by the Government of its functions and the manner in which the

Government official serves the public in the executive such functions. Accordingly, the Committee has recommended the adoption of certain measures which in the opinion of the Committee will improve substantially the efficiency and tone of the administrative machinery and remove some of the handicaps from which the public are now suffering.



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CHAPTER II

ADMINISTRATIVE MACHINERY

Existing set up:

The executive power of the State is vested in the Governor and is exercised by him, either directly or through the officers subordinate to him in accordance with the Constitution of India. Except in so far as he is required to exercise his functions in his discretion under the Constitution, he is assisted by the Council of Ministers, headed by the Chief Minister. The business of the Government is transacted in the following departments and is allocated to the Ministers by assigning one or more departments or a part of a department to the charge of a Minister:—

- (1) General Administration Department.
- (2) Home Department.
- (3) Revenue Department.
- (4) Food and Agriculture Department.
- (5) Planning Department.
- (6) Panchayati Raj Department.
- (7) Finance Department.
- (8) Law Department.
- (9) Public Works Department.
- (10) Health, Housing and Municipal Administration Department.
- (11) Education Department.
- (12) Industries Department.

2.2. Each Department of the Secretariat is in charge of a Secretary, who is usually a senior officer in the Indian Civil Service or Indian Administrative Service Cadre. Under the Rules of Business, he is a Secretary to the Government and not to the Minister in-charge of the department. He is the official head of his department and of the officers and the other Government servants working under him in his department. He is generally assisted by one or more Additional, Joint, Deputy, Under or Assistant Secretaries and such other subordinate staff as the State Government may determine. Each Department of the Secretariat is divided into a number of sections, each in charge of a Section Officer assisted by two or three Assistants, one Lower Division Clerk and a Typist. The work of

three or more sections is supervised by an Under/Assistant Secretary. There are a few Deputy Secretaries functioning in between the Secretary and the Under/Assistant Secretaries. In departments, where the work is heavy, there are Additional and/or Joint Secretaries also. These Additional or Joint or Deputy Secretaries occupy a position identical with that of a Secretary in respect of subjects allotted to them, the Secretary being in general charge of the whole department.

2.3. The Chief Secretary is in-charge of the General Administration Department and exercises general control over all the other Departments of the Secretariat. He is the chief of the Civil Services and all Government servants look to him to deal with all and every problem concerning their conditions of service and work. He also functions as the Cabinet Secretary and arranges for and attends the meetings of the Council of Ministers. In addition, he has the following special functions :—

- (a) superintending control over the whole Secretariat;
- (b) administrative control over (including allocation of rooms in) the Secretariat buildings;
- (c) control over the staff attached to the Ministers;
- (d) control over the Central Record Branch, the Secretariat Library and the conservancy and watch and ward staff, which serve all departments of the Secretariat; and
- (e) responsibility for all other matters not falling within the categories of subjects assigned to other Secretaries.

2.4. The Secretariat work relates to the framing of policies, laying down rules and principles of procedure, financial control, work connected with legislation, general direction and evaluation of work done and other important work of a similar nature. The policies of Government approved by Ministers are communicated by the Secretariat for implementation to about eighty-six Heads of Departments. A list of these departments is appended (Appendix No. V). Most of the Heads of Departments have their own district and field officers at various levels for effectively carrying out the approved programmes. The Secretariat watches the progress of implementation and provides guidance to the implementing agency. It functions as a link between the Head of Department and the Minister.

2.5. The State of Andhra Pradesh comprises twenty districts and the district administration is under the charge of a Collector who is usually an officer in the senior scale of the Indian Administrative Service. He is the representative of the Government at the district level and functions as their principal executive agency. He provides the necessary co-ordination for the activities of various departments. Besides being in-charge of the collection of land revenue which accounts for a sizable part of the resources of the State, he is responsible for maintaining law and order and for preserving public peace. He is assisted in this work by the Head of the District Police. In a general way, he keeps himself in touch with the activities of all the Government Departments in the district, particularly those connected with economic development. It is to him that the people turn most often, for redress of their grievances.

2.6. Some of the departments have regional officers—each in charge of a specified region, usually consisting of 5 to 9 districts, to guide and supervise the work of the district officers of their own departments.

2.7. A district is divided into two to four sub-divisions for administrative convenience. There are Sub-Divisional Officers functioning at this level in some of the important Departments of Government. These officers assist the District Officers in their work and closely supervise the work of field officers.

2.8. After the district, a taluk is the most important unit of administration. The field officers of all the departments are usually represented at this level and it is at this level that the State actually comes into close contact with the people. It is here that the policies of the State Government are translated into concrete actions.

2.9. With the introduction of the Community Development Scheme in the whole country, a new unit of administration called 'the Block' has come to be recognised for purposes of development activities. In some cases the Block is co-terminous with a taluk; but not in all. Usually a Block is smaller in area than a Taluk. The administration of a Block is in the hands of a popularly elected body known as Panchayati Samithi, with the Block Development Officer functioning as its Executive

Officer. The Samithi is in charge of all developmental activities at the Block level. It is assisted in carrying out this work by a number of Extension Officers drawn from the various departments of Government concerned with development.

2.10. The lowest and a very important unit of administration is the village. The civic needs of a village are looked after by the Village Panchayat which is an elected body. Governmental functions and responsibilities are carried out by Village Officers who represent the Government at the village level. Collection of revenue and maintenance of law and order is the concern of the Village Officers.

Inadequacy of the present set-up.

2.11 The existing set up of administration is the legacy of the erstwhile British system, which was primarily intended for maintaining law and order and for the collection of revenue. The chief complaint against the present set up of the administrative machinery is that it is unable to cope with the present day requirements of a welfare State in a democratic set up or to carry out successfully various developmental activities under the Five-Year Plans. From the evidence before us the following appear to be some of the criticisms which the common man levels against the administration:—

(a) In spite of the advent of democracy in which power is vested in the people, the officials seem to continue in their old ways. The common man today seems to have a feeling that there is no improvement in the attention paid to his needs and that only persons in favour enjoy all the privileges.

(b) In spite of heavy expenditure on schemes of welfare and development, the people are not satisfied, because the benefits of the welfare measures do not ordinarily percolate to the poor and the needy. They feel that there is considerable waste.

(c) There is a general feeling, that delays, mal-administration, nepotism and corruption exist in various degrees in the administration and that papers do not ordinarily move in Government offices unless some kind of influence, political pressure or graft, is resorted to at various levels.

(d) The people feel that the officials at various levels are not motivated by a spirit of service. There is not enough anxiety on their part to keep the people informed from time to time as to what is happening to their requests, applications, petitions, etc. Whenever their requests are rejected, the reasons for doing so are not indicated to them. Often information asked for by a citizen for *bona fide* purposes is not furnished.

(e) While on the one hand generally there is too much adherence to the letter of the law and the rule, often, those who disregard the procedure or the rules in dealing with those in favour are not subjected to any enquiry or chastisement.

Causes of inadequacy:

2.12. Achievement of Independence in 1947 made the people feel that with the installation of national Governments in Delhi and the State Capital, all their ills would be remedied soon. There has been great political awakening all over the country and the expectations of the people have risen in all directions, and much beyond the capacity of the resources available to Government in terms of money, materials or men. The elections have done little to bring realism into this attitude. Each person or group of persons looks at his or their own need as small, easy-of-achievement project—a primary school, a few furlongs of road, a small irrigation bund etc., none of which individually costs a lot of money or needs many men or experts to provide. They do not seem to realise that similar demands are being made all over the country and that even though each demand by itself is not so costly, the cost of all such demands all over the country is enormous. The country cannot afford that cost except over a period of many years. The people are also not clearly aware of the indirect and long term benefits which they will receive from some of the large projects which are being given priority in our Plans.

2.13. Thus the feeling of dissatisfaction with Government agencies with which the people come directly in contact is some-what natural. This is not to say that the Government machinery does not suffer from defects. In fact, in our view, the attitude of the people whereby they ignore the larger national programmes and make unrealistic demands, in itself has arisen from the failure of the

administration itself, i.e., the responsibility for not informing and educating the people in this respect must be that of the administration.

2.14. One of the most serious causes of complaint against the administration is the delays which occur practically at every stage. Whether it is a request or a complaint made by a citizen (including Government employees of lower status) or a project (big or small) to be implemented, delays are the rule. Everyone seems to be waiting for some one else's approval or initiative and little importance is attached to the matter in hand, even when it is important enough to affect the prosperity of a large number of people. Often, the delays are the sole cause of corruption too, in as much as, people who do not find response to their requests for unreasonably long periods, try to make the machinery of disposal work faster through political or monetary pressure.

2.15. An important cause of the delays in the disposal of Government work is the lack of enough delegation of powers. The Government have failed to realise that the pattern of administration which worked well for the maintenance of peace and order and the collection of revenue during British days, cannot possibly be adequate when the functions of Government cover a vast area. It seems to us that with the representatives of people coming into power, the process of delegation has been reversed and far too many things—some of them of little importance in themselves, are being dealt with at Minister's level. To some extent this process is inevitable particularly in matters such as petitions and appeals from the people regarding their grievances, even when they are of little general importance. But corresponding action must be taken to delegate more powers to officers who are responsible for administering and implementing Government's policies on the spot. In the absence of adequate powers i.e., powers enough to enable the officer on the spot to carry out his assigned tasks and show results, delay, waste and corruption must prevail, as they are reported to prevail today.

2.16. Apart from the lack of adequate delegation, the procedures for submission of proposals to Government and their approval by Government continue to be practically the same as in the pre-Independence days. Expenditure of even small amounts and proposals to employ a few per-

sons even in the lower categories, continue not only to travel up and down the ladder of the Head of Department's Office but also to and fro between administrative Ministries and the Finance Department *etc.*, in the Secretariat. The function of the Secretariat has been described to us as "the framing of policy". We confess that we are unable to see any important connection between policy-making (an exalted function) and the sanction of employment of a few clerks in an executive department. There is great need for adapting the old procedures and practices to the new needs of Government.

2.17. In the matter of delegation, not only the Government but officials at all levels seem reluctant to part with power with the result that the field officer is busy seeking frequent instructions from above rather than carrying out the day to day tasks which he is there to perform.

2.18. With the increasing Government activity over the vast area of economic development, there has been considerable increase in the number of Government employees in all the Departments of Government. This is quite natural and justified. However little effort has been made to give the new persons adequate training. Many officials have complained before us that new staff, even though it has the prescribed minimum qualification, educational and otherwise, falls much below the requisite standard. Their knowledge of English in which the administration is carried on is poor. They can hardly understand, far less follow or execute, Government orders or the prescribed rules and regulations. Many of them remain temporary for long periods and do not have their "heart" in their work. Workload is not properly distributed. Some who are able and like to work are overworked, while others have comparatively easy time. Often the office accommodation is unsatisfactory. Telephones, Type-writers and in many cases even the necessary reference books are not available. All these factors have resulted in a general deterioration in the standards of performance.

2.19. Instances have also been brought to our notice where the knowledge, experience and expertise of individual officers are not being fully exploited. Particularly in technical departments, as the officer, a technical expert

by education and training, goes higher and higher, more and more of his time is devoted to routine administrative tasks. This appears to us an important problem affecting many departments and is perhaps a consequence of the fact that in Indian administration, an administrator "A Generalist" has always been deemed entitled to superior positions and better privileges than a specialist or technical expert. Within the time at our disposal we have not been able to consider this problem in all its detail and so refrain from making a recommendation. We only bring it to the notice of Government to have it properly examined and to take action to ensure that the technical competence of experienced men is utilised to the best advantage of the State.

2.20. A number of responsible witnesses have stated that there is at present a feeling of reluctance amongst officers to shoulder responsibility and take decisions. Even some senior officers seem to feel this way. Thus initiative is generally lacking and "playing for safety" is prevalent. There is much emphasis on precedents and on formal compliance with rules and regulations rather than on achieving the given objective and rendering appropriate service to the citizen in need. Unnecessary "paper-pushing" and consultation with a view to involve others in sharing the responsibility, seem to be gaining ground and decisions are taken more and more on the basis of guidance given by clerks. We are told that when once objections have been raised by "office", officers hesitate to over-rule them irrespective of their importance or their relevance. The impression we have gained from the evidence examined by us is that this state of affairs was mainly due to the exaggerated talks of corruption amongst services and to the feeling that honest, motiveless mistakes were likely to be subject to post mortems and inquiries often carried out long after the event when those concerned might not even remember some of the relevant facts.

2.21. Our attention has also been drawn by official witnesses to what they described before us as "interference" in day to day work of the Government employees by the politicians. They have stated that often officers are approached by some Members of Parliament or Members of the Legislative Assembly and others on behalf of individual Government employees recommending their peti-

tions, requests for transfer, etc., that some of them go to the extent of pressurising the officers by references and hints of making complaints to the Ministers, *etc.*; and that this interferes with the objective attitude of the officers and lowers morale of the services as a whole.

Measures necessary for setting things right:

2.22. To remedy these defects in the existing set up, some fundamental and radical changes in the set up in the administration are necessary. The Government machinery functions mainly at the following levels:—

- (1) Secretariat.
- (2) Head of the Department.
- (3) Regional Offices.
- (4) District administration.
- (5) Sub-Divisional level administration.
- (6) Taluk level administration.
- (7) Block level administration.
- (8) Village level administration.

Though every one in this hierarchy is responsible for the various tasks undertaken by the Government, the Committee has gained the impression that nobody takes the final responsibility for any failure in carrying out those tasks. Each works in a kind of watertight compartment. Each in its turn tries to throw the blame for the failure on some body else in the hierarchy. For example, the feeling in some Departments of the Secretariat is that they exist only to decide matters sent up to their level for orders by the Heads of Departments and that once they have issued Government orders, further action is wholly and solely a matter for the Head of the Department. The Secretariat Departments do not take responsibility for initiative. If the proposals received are incomplete, the papers are returned back with no further anxiety about them. The officers seem to be more keen in disposing of "Currents" than in disposing of problems or finding workable solutions. In a similar manner, the Heads of Departments seem to feel that once they have sent up their proposals to the Secretariat for orders of Government, it is the business of Government to approve or not to approve and that delay in the accord of approval is not their concern; hence, they need not do anything more at that stage.

Often, they do not know what is happening to their proposals at the Secretariat level. Field Officers have a feeling that they do not have adequate powers and are not trusted to decide matters which they are fully competent to decide. Officers at the district level feel that development activities are the responsibility of the Panchayati Raj Units, while the latter plead that the officers of the development departments are not helpful to them and that it is for lack of this help that they are unable to produce results. Thus the responsibility for producing results or achieving targets is very much diffused. Food Production which has assumed such great importance in the context of the present emergency seems to be the responsibility of no one in particular. The Director of Agriculture, the Registrar of Co-operative Societies and the Board of Revenue seem to shoulder responsibility only for particular aspects of food production, with the result that when things go wrong there is no single authority who could be held accountable. In our view, changes in the set up at some of these levels and in the relationship between these levels is urgently called for. In regard to each activity, there should be someone in the hierarchy who is responsible for the overall performance of all those who are in the hierarchy, and who could be called upon to account for the result. Officers at each level should have a clear idea of their duties and responsibilities and also feel that they have adequate powers to perform the tasks assigned to them. They should be able to proceed boldly with their work without the fear of inquisition so long as they discharge their duties in good faith, keeping always the public welfare in view. The citizens should be assured that their grievances and complaints would be promptly attended to. It is with this end in view, that measures for improvement and efficiency have been suggested in the paragraphs that follow.

THE SECRETARIAT.

2.23. The Secretariat is the highest level office of the Government in the State. On its efficient functioning depends the proper functioning of the entire machinery of Government. It is, therefore, necessary to see that it functions efficiently and effectively. During the course of our enquiry we found that there is an overwhelming consensus of opinion, that the Secretariat is slow and leads

to great delays; that it has disproportionately increased in size and that there is no proper co-ordination between the activities of the different Secretariat departments. In a few cases, the relationship between the Secretariat, and the Heads of Departments is not satisfactory. The complaint everywhere is that while the policies of the Government which are invariably decided at a high level, are generally well-intentioned, the implementation of the policies is poor, with the result that considerable amounts of money are spent without commensurate results being produced. The Heads of Departments seem to feel that instead of creating conditions which will facilitate the smooth carrying out of work, the Secretariat creates hurdles in their way which results in considerable delays. Since the Secretariat is the repository of all the power and authority of Government, the lack of proper delegation to lower authorities is also a charge at its door. Sanctions of Government are even today necessary for trivial matters. In fact even some of the senior Secretaries to Government who were examined by us agreed that while the proper function of the Secretariat was to deal with policy matters, at least forty per cent of the time of the Secretariat was spent on routine matters, like sanctioning small amounts of expenditure, considering service problems of individuals, etc. The Secretariat is not in touch with the Field Organisation, sufficiently closely with the result that what is happening in the field is not often known to the Secretariat accurately.

2.24. Though some of this criticism of the Secretariat is exaggerated, it cannot be denied that there is ample scope, and great need for improving and speeding up the work in the Secretariat. We feel that the efficiency and effectiveness of the Secretariat is pivotal in any scheme of administration because there is a natural tendency for the "ways" of the Secretariat to percolate down to lower levels. We have, therefore, given considerable and careful thought to this question. We have also had the benefit of the views of legislators, prominent non-officials and of senior officers, who are functioning as Secretaries or Heads of Departments in this regard, as also the views of the various Service Associations functioning in the State. We have also examined carefully the recommendations made by a number of Committees which have gone into this same question previously. After detailed consideration,

we have come to the conclusion that the only way of improving the efficiency and the effectiveness of the Secretariat is—

(i) to select the top most officials available to the Government for the posts of Secretaries and by making each Secretary responsible not only for policy making but also for the implementation and overall performance of the Departments in his portfolio;

(ii) to eschew duplicate noting and scrutiny of the proposals sent by the Heads of Departments at the clerical level in the Secretariat;

(iii) to associate the Head of Department fully with the thinking of the Secretariat and to give him appropriate Secretariat status thereby affording him an opportunity to make his contribution to the Secretariat thinking in an important manner;

(iv) to make the advice and services of the Secretariat available to the Head of Department as far as practicable, at the "Deputy" and the "Assistants" level, thus (1) relieving the Head of Department from much routine and (2) making it possible considerably to augment the powers of offices at lower levels; and

(v) to provide for financial scrutiny within the department itself upto a certain extent and avoiding the sending up of every proposal, big or small, to the Finance Department for approval.

2.25. From the discussion in the above paragraphs it will be clear that there is great need to have one centralised agency to be in charge of the over all direction, policy, implementation and evaluation of the various activities of each department of public administration. This agency in our opinion cannot be any one than the highest available under the system. The Secretary to Government, who functions at the topmost level under the Minister, must, in our view shoulder this overall responsibility. He should not be content with taking or obtaining decisions on such matters as are sent up to him by the concerned Head of Department but also involve himself in close watch over the processes of implementation and evaluation, as well as public relations connected with matters dealt with in the departments under his charge. He should function as the leader of a team. He should not only assist, guide and

control his officers in their work, but should himself assume initiative and responsibility for producing the required results. In our view, the Head of the Department should no longer function as a separate entity. He should feel that he is part and parcel of the team of officers to whom a common task has been entrusted. He should at all times be fully in the know of the thinking going on in the 'Secretariat' and should himself be able to contribute to that thinking from any equivalent position. For these reasons we recommend that the Head of each important Department should be given an appropriate *ex-officio* Secretariat status.

2.26. In the following paragraphs we have briefly described how we visualise the new set up to function in its day to day work. It seems appropriate to mention here that a consequence of the proposal made by us in para 2.25 is that only the seniormost and selected officers should be appointed to the posts of Secretaries to the Government,—their prospects in promotion being suitably protected by permitting them to draw the emoluments of the higher post while holding charge of the post of Secretary. We suggest that this may be done by creating a suitable number of posts of Senior Secretaries carrying special personal status and emoluments equivalent to the Members of Board of Revenue. This will safeguard service prospects and will avoid the psychological problems of individual incumbents who but for the change recommended by us would have been entitled to be appointed as Members of the Board. We may also add here that the conferment of the *ex-officio* status on a Head of Department under our proposals should not entitle him to any enhancement of emoluments, the grant of a special pay, etc.

As regards the *inter se* seniority in status and rank between the Secretary and the Head of Department, the Secretary shall have precedence over the Head of the Department. The Minister will continue to be advised in all important and policy matters by the Secretary. The Head of Department will also have free access to the Minister and may directly submit files to him. Whenever such cases are directly submitted to the Minister, they will, as usual, be returned through the Secretary, so that the latter is kept fully informed of what goes on in the Department as a whole,

2.27. The charts in Appendix VI indicate broadly the nature of the set up we have in mind in respect of each department of the Secretariat. Under this arrangement the Department of the Secretariat would consist of two distinct wings, viz., the Administrative Wing and the Executive Wing, both of which will function under the over all supervision of the Secretary. The Administrative Wing will consist of a Secretariat Cell, a Finance Cell, a Vigilance Cell and a Public Relations Cell, while the offices of the concerned Heads of Departments would form the Executive Wing. The Heads of Departments* will not correspond with the Government by addressing letters to the concerned Secretary as is being done now but will send the files containing their proposals for approval to the Secretariat with a fully referenced detailed note and the relevant papers. Only an officer of the Secretariat will deal with the file. The comments of the Secretariat or the decisions taken on the proposals will be recorded on the same file. If any further information is necessary for a decision, it will be obtained on the telephone or by referring the file back to the Head of Department as is being done at present in the inter-departmental references in the Secretariat itself. If financial approval is necessary, the file of the Head of Department containing his proposals will be referred to the Finance Cell provided in the Department, and so on. In other words, the file of the Head of Department will itself be treated as a Secretariat file is treated today in all matters where co-ordination or consultation with other Secretariat Departments or their subordinate units are concerned. If issue of formal Government Orders is necessary, it will be issued under the signature of the Head of Department as *ex-officio* Secretariat Officer, copies of the order being sent to the Secretariat Cell and the Finance Cell as may be necessary. The closed files will also be kept in the offices of the Heads of Departments.

Finance Cell:

2.28. This will be a compact unit led by a Financial Adviser of the status of Joint Secretary, Deputy Secretary or Assistant Secretary and adequate other staff, depending on the size of the budget of the department and the kind of financial problems involved in its day to day work.

* What follows refers only to those Heads of Departments who have been recommended by us for being given *ex-officio* Secretariat status. The Heads of Departments for whom *ex-officio* Secretariat status is not recommended are dealt with latter.

The officers and the staff of this Cell will be on the strength of the Finance Department. They will be responsible both to the Finance Department as well as the administrative department to which they are attached. Their annual confidential reports will be submitted by the Head of the Finance Cell to the Finance Secretary/Minister through the Secretary of the administrative department to which they are attached, the latter being entitled to record his views on the individual performances of the officers concerned, including the Head of the Finance Cell himself. In the event of disagreement between views of an officer of the administrative department and/or the Finance Cell and/or the Secretariat Cell attempt should be made to arrive at an agreement, as far as possible, by discussion but too much time should not be wasted in prolonged argument at lower levels. As soon as it is clear that agreement is not likely to be achieved at his own level the officer of the administrative department should submit the file to his own superior who should take up the matter at his own level with a higher officer of the Secretariat Cell or the Finance Cell as the case may be. If still no agreement is reached, the matter should be placed before the Secretary.

The Finance Cell should also be in charge of the Accounts Branches functioning with the Heads of Departments. Some complaints have been made that in the absence of direct control, the Heads of Departments find that these branches are causing undue delays. We feel that with the new Secretariat status and close contact of the Head of Department with the Secretariat Cell and the Finance Cell these complaints would disappear.

2.29. Except in matters where budget provision has not been made or matters where the budget provision has been made without proper scrutiny, which fact the Finance Department should indicate when accepting the budget proposals, the Secretary's decision should be final, any objections of the Finance Cell notwithstanding; in other cases, the proposals should be referred to the Finance Department at the Secretary level, with the recommendations of the Secretary of the administrative department.

2.30. We should like to make it clear that the above recommendations arise mainly from the fact that we envisage the Secretary of a Department as an experienced officer with a high sense of responsibility, who will himself take pains to ensure that canons of financial propriety are

duly observed. It is also to be noted that where we have referred to the Secretary in the previous sub-paragraph we mean the Secretary in person, exercising his own judgement and no other officer of the department will be entitled to act for the Secretary in these matters.

The Secretariat Cell:

2.31. From the procedure envisaged by us and described in the preceding paragraphs it will be clear that the Secretariat Cell of a Department will be much smaller than the present Secretariat Department. It will be necessary for Government to readjust the number of officers and staff presently employed in the Secretariat. We have referred to this question in a subsequent part of this Report.

Vigilance Cell and the Public Relations Cell:

2.32. The functions of these cells are clear from their titles. Separately we have recommended that the functions of the Vigilance Commission should be enlarged so as to enable the Vigilance Commissioner to entertain petitions from individual Government Servants who are aggrieved by decisions of their superiors in matters affecting their personal conditions of service, or by long delays in deciding such matters. We feel that apart from dealing with cases of corruption, etc., the Vigilance Cell can play a very useful role in this respect. In other words this cell should not only watch over the integrity and propriety of the behaviour of the officers employed in the Department but also help in bringing to the notice of the Secretary cases where delay and injustice occurs in dealing with individual Government employees, thereby improving the general tone of the administration as a whole.

2.33. "Information and Public Relations" activity seems at present confined to the promulgation of knowledge about the general objectives and policies of the State Government through pamphlets and newspapers. The Information and Public Relations Department seems to lay much emphasis on the distribution of the speeches and observations of the Ministers and other hand-outs to the press. While this is legitimate activity for a department of Information and Public Relations, we feel that the work of the Department should include more basic functions. We think, for example, that each important piece of legislation and each important Government order, including orders laying down procedures for the implementation of

important policies, need to be explained in simple terms to the people on whom they are likely to have serious impact. The Public Relations Cell in a department should, therefore, be charged with the special responsibility of explaining such policies and Government Orders to the public translating the gist of each in local languages, setting out the main reasons for its acceptance by Government and pointing out to the public how they can profit by it or co-operate in its implementation. The documents thus prepared by the Public Relations Cell should be made available in sufficient number to the members of the public and the lower officials of the departments concerned. To our mind this aspect of public relations work far outweighs in importance the kind of work which the Information and Public Relations Department or Public Relations Officers in various organisations are doing at present.

2.34. To our mind the proposed set up will have the following advantages:—

There will be no duplicate noting—once in the office of the Head of Department and again in the office of the Secretariat in regard to a case. The complaint we frequently heard from the Head of Department that their well considered proposals, are again subjected to scrutiny at clerical levels will be avoided and the case will be examined in the Secretariat only at the officer level. It is to be hoped that this will not only avoid delay but improve the quality of the contribution made by the Secretariat.

The Heads of Departments will have *ex-officio* Secretariat status either as Additional, Joint or Deputy Secretary according to the importance of the Department budgetwise, and the status of the person holding the post of the Head of Department. They will have the power to submit files relating to their field of activity directly to the Minister. Since the Secretary would always be in a position to resubmit a case for further consideration by the Minister in case he differs from the view put forward by the Head of the Department, we expect that at least in important matters, the Head of Department would take the common sense precaution of consulting or discussing with the Secretary his proposals before direct submission to the Minister.

The functioning of the Head of Department as a Senior Secretariat Officer, *ex-officio*, would prevent the lower echelons in the Secretariat from being difficult, officious or obstructive. We expect that in a year or two there will grow up between the Head of Department and the Secretariat a relationship which will be co-operative and results-oriented and much of the present disharmony and inefficiency would disappear.

2.35. We do not apprehend that with the conferment of the *ex-officio* Secretariat status, the work of the Head of Department would in any way increase in volume or responsibility. If anything, he should be able to get quicker approval to his projects and proposals. The fact, described latter, that his subordinates would be able to submit and process proposals through the Secretariat without always having to go through him personally, is likely to give him more time to tour and carry out personal inspections, and help the Secretary in evaluating the progress made in implementation. The proposals of the Heads of Departments would at the same time have the benefit of the advice and the services of the Secretariat at an officer level. This will also ensure that wider extra-departmental considerations are not over-looked before final decisions are arrived at.

2.36. The Finance Cell though manned by staff who are versed in financial lore will be under sufficient control of the Secretary of the administrative department and there will be every incentive for the staff to be co-operative and helpful to that department. We are confident that under the proposed set up the present complaints, brought to our notice by a number of witnesses, that financial scrutiny is a serious delaying factor in the implementation of schemes, etc., would go. We suspect that in many cases the Finance Department is accused of causing delays while the fault, in fact lies with the defective or piecemeal presentation of the proposals by the administrative departments themselves. Under our proposals all disagreements will be finally referred to the Secretary of the administrative department for decision, and we may safely assume that defective presentation by Heads of Departments would be seriously discouraged.

2.37. One word more about the provision permitting the Secretary of the administrative department to take a final decision for which budget provision has already

been made. Apprehension may arise that this may lead to unwise spending. We do not think so. Firstly, the power to over-rule the Financial Adviser is being restricted to expenditure which is provided in the budget after proper scrutiny of the Finance Department initially. Secondly, we rely on the experience, good judgment and the administrative acumen of an officer of Secretary's seniority and expect him, as we have already said, to ensure the observance of the canons of financial propriety. Additionally, we suggest, as a further safeguard, if the Government wish to provide one, that cases in which the Financial Adviser has been over-ruled may be reported by the Financial Adviser to the Finance Secretary, so that the latter can, if he thinks that a serious irregularity has been committed, bring the matter to the notice of the Finance Minister and if the latter so desires, to place such cases before the Council of Ministers for their consideration and for taking corrective measures. We feel sure that in actual practice such cases will not arise at all.

2.38. In regard to matters which have not been already included in the budget or which have not already been scrutinised in the Finance Department before inclusion in the budget, the Finance Cell will act as an outpost of the Finance Department proper, in the same way as the Financial Advisers of the various departments are working today. In such matters the views of the Cell will not be liable to be over-ruled by the Secretary of the Administrative Department, and the proposal which the Cell is not competent to dispose of will be submitted to the Finance Secretary or the Finance Minister in the usual way. In our view, it will be wise in the initial stages of the scheme, if persons of senior Deputy Secretary's status are posted as Financial Advisers to head Finance Cells, at least in departments with large budgets.

2.39. It is of the essence for the success of our proposals that considerable powers both technical and financial should be delegated to the officers lower in rank to that of the Head of Department himself, because we envisage that the lower echelons in the Department at Headquarters should also be permitted to refer files and proposals to the Secretariat Cell at the appropriate level. In other words, the proposals emanating from the office of Head of Department should not necessarily have to pass to the Secretariat

only through the Head of Department himself. For example, it will be open to a Deputy Director functioning under the Director of Agriculture at Headquarters to refer his proposals to an Assistant Secretary in the Secretariat Cell for the approval of Government (the Secretariat Cell will of course consult the Finance Cell where necessary). In this way, Secretariat advice and services will be available at the lower levels and will relieve the Director of Agriculture of much routine, leaving him free to devote more of his energies to matters requiring technical guidance and supervision. In this way, will also be built valuable administrative competence and independent thinking at lower levels.

2.40. Under this arrangement, the points or objections raised by the Secretariat Cell will be answered then and there, mostly by discussion, at appropriate levels and a lot of delay which results when correspondence has to be carried out by means of letters, will be avoided.

2.41. The Head of Department will not only be in the know of the thinking going on in the Secretariat but himself be a part of the Secretariat. This will increase the contacts between the officers having field experience and those working in the Secretariat with a general improvement in mutual understanding of each others problems and quick disposal of work.

2.42. It would be fatal to our scheme if the Head of Department will utilise the new set-up to reduce his own scrutiny and competence. For example, one can imagine a Head of Department asking his Deputy to place before the Assistant Secretary in the Secretariat Cell and officers of the Finance Cell, a scheme which has not been technically considered in full and is therefore, defective, and then to remedy the defects only when the scheme comes for consideration at his own level. Any such tendency must be ruthlessly put down. What we envisage is that each proposal will have been fully considered in the office of the Head of Department at the *appropriate* level, before a reference is made to the Secretariat Cell, *etc.* The status of the officer making such a reference will depend only on the technical and financial powers delegated to him. To illustrate, if a Deputy Director of Agriculture has been empowered to give technical approval to schemes of a defined type, involving expenditure not exceeding Rs. 50,000 for each scheme, he (the Deputy Director) will

be competent to refer only such scheme to the Secretariat Cell, etc. A scheme involving a different type of scrutiny or involving higher expenditure must be approved by the Director himself (or another authorised officer like Joint Director or Additional Director) before it is referred to the Secretariat.

2.43. The idea that a second scrutiny of the proposals sent by a Head of Department at the clerical level should be avoided is not a new one. As early as in 1919, long before the concept of a welfare State, the Llewellyn Smith Committee appointed by the Government of India to hold enquiry regarding the organisation and procedure of the Civil Secretariat at the Centre recommended that the organisation of the Secretariat should be of the nature of pyramid, the apex of which is the Secretary and the base the Assistant Secretary. The Bengal Administrative Enquiry Committee (1944-45) suggested that the Head of the Department should not address Government by letter but should send his routine file to the Secretariat. The proposals originating in his Department, should be prepared in such a form as to show all relevant facts, precedents, and reasons for and against. In the Secretariat there should be no clerical noting whatever, and only officers should note on this file. The order of the decision taking authority should also be passed on this file, itself. The Kerala Administrative Reforms Committee (1958) examined this same question, and remarked that the Head of Department should send his proposal to Government not in the form a letter, as at present, but in the form of a fully explained note containing all relevant facts, precedents, and reasons for and against, the note being sent in duplicate, to the officer in the Secretariat who is competent to consider it. The proposal should be examined initially in the Secretariat only by the officer to whom it is sent or by a higher officer. After final orders are issued by Government, the copy containing the remarks of the Secretariat and the original orders passed would be retained by Government as record and the other copy would be returned to the head of the department with the orders of the Government. Administrative Reforms Committee, 1960 appointed by the Andhra Pradesh Government recommended the merger of the offices of the Heads of Departments with those of the Secretariat under a phased programme, so as to avoid double scrutiny of cases at lower levels.

2.44. Almost every one whom we examined including the Secretaries to Government suggested that the Secretariat examination should be at a higher level, clerks only assisting in purely routine matters like—putting up precedents, references, rules, etc. We are convinced that examination of a case at lower levels is not only not necessary but also often results in inadequate and superficial scrutiny. Sometimes trivial points, precedents and other digressions result in so confusing the real issue that the wood may be missed for the tree. We, therefore, strongly feel that examination of cases in the Secretariat should be done only at or above the level of Assistant Secretaries. So long as the staff at lower levels, such as Assistants, Section Officers, etc., are available, the tendency will continue to allow them to initiate the noting. Therefore we recommend that in the Secretariat there should be no sections at all on the pattern existing now in many of the Departments and the Assistant Secretary should form the base. Of course, each officer in the Secretariat including the Assistant Secretary should have a Stenographer and one or two Assistants merely to put up files without noting, and to prepare other purely clerical work.

2.45. We appreciate the need for independent scrutiny of proposals, technical or otherwise, received from a Head of Department by an experienced administrator, who can be expected to take a broad and general view. We also realise that it is necessary to give the Minister in charge of a Department the assistance of an experienced administrator who can advise him in the formulation of the policies of Government. In the set up that we have suggested we have provided for both these matters.

2.46. Our proposals would necessarily involve some increase in the cadre of Assistant Secretaries as it will not be possible for an Assistant Secretary to deal with more than about thirty files a day as against about sixty which he is attending to now. The strength of Assistant Secretaries may therefore have to be doubled. Correspondingly, quite a number of Superintendents and Assistants will not be necessary. Roughly, for each post of Assistant Secretary about three Section Officers, six Assistants and two Lower Division Clerks and some Class IV employees are likely to become surplus. Our scheme is thus likely to result in saving of expenditure on the Secretariat. It may also involve some retrenchment among the

non-gazetted staff. However, it should not be difficult for Government to provide for such of the staff as may be found surplus as the requirements of the staff for the implementation of the IV Plan and also the needs of extra staff consequent on the introduction of Statutory Rationing, etc., should be able to absorb those retrenched. Some of the present senior Section Officers can also be absorbed in the additional posts of Assistant Secretaries which will be necessary under our proposals, while a few could be given to the Heads of Departments to help them with the introduction of the new scheme.

2.47. For obvious reasons, this scheme under which the files of the Head of the Department move to the Secretariat cannot be applied to all the Heads of Departments. This will not apply for instance to such Heads of Departments as are away from Hyderabad, viz., the Agent to the Government of Andhra Pradesh at New Delhi or the Chief Engineers for Nagarjunasagar or Srisailam or other projects. This will also not apply for such statutory institutions as the Andhra Pradesh Public Service Commission or the High Court. Correspondence in respect of these Heads of Departments will continue to be carried out through letters as is being done now but in their cases also scrutiny of the correspondence and the proposals will start at the level of the Assistant Secretary.

2.48. We are not recommending *ex-officio* Secretariat status to all the Heads of Departments. In our opinion it is necessary to start with to give Secretariat status only to those who are doing important work and spending large amounts particularly on work connected with development activities. Thus, we are recommending that the Heads of Departments may be grouped into three different categories:—

Category I.—Those that should have *ex-officio* Secretariat status and in respect of whom the files move in original to the Secretariat from the office of the Head of Department;

Category II.—Those that could not have *ex-officio* Secretariat status and who continue to refer their proposals to Government by letters as at present;

Category III.—The others.

A list of Heads of Departments arranged under the three categories is appended (Appendix No. VII).

2.49. As regards Category III above, it is our intention that their proposals should also be referred to the Secretariat on their own files, as has been recommended for Category I. However, to avoid confusion and to stabilize the change that we have recommended in respect of Category I without too many problems, we suggest that to begin with, the departments in Category III should also continue to work like those in Category II and that they should be changed to working on the lines of Category I, as soon as the Secretariat department concerned feels that the new scheme has been stabilised and that the extension of the scheme to Heads of Departments in Category III will not cause confusion and difficulties.

2.50. To derive the maximum benefit from the scheme suggested by us, it would be necessary to locate the offices of the Secretariat and the offices of the Heads of Departments concerned close to each other so that the easy movement of files and personal discussion may be facilitated between the Secretariat and the Heads of Departments. However, this may not be possible to do until the proposed new buildings for the Secretariat are ready. Until this happens, we suggest that where it is not possible to move the offices of the Heads of Departments to the same building as the Secretariat Department concerned, a part of the Secretariat Cell and/or the Finance Cell may be moved to the buildings where the Head of Department is located. Obviously this will depend very much on the size and importance and the expenditure budget of the Head of Department concerned. With the abolition of a number of sections in the Secretariat, some accommodation would become available and to the extent possible offices of the Heads of Departments should be shifted to the Secretariat. In other cases, it should be possible to locate Heads of Departments controlled by the same Secretariat Department in the same building—other than the main Secretariat building and move a part of the Secretariat Cell and the Finance Cell dealing with the Heads of Departments concerned to that building, as suggested earlier. In our view, non-availability of accommodation for all the Heads of Departments in the same building as the concerned department of the Secretariat need not stand in the way of the

implementation of our proposals. We suggest that whenever the construction of new buildings for the Secretariat is taken up, Government should keep in mind the need for locating the Secretariat and the Heads of Departments concerned at one place.

2.51. On the principle that "what is, is good", the Government departments, particularly the Secretariat are strongly resistant to change, specially when the changes are somewhat drastic and involve new procedures and new customs. It is possible, therefore, that suggestions will be made to Government that changes recommended by us may be tried in one or two departments on an experimental basis in the first instance. In our view such a step will be most undesirable. It is obvious that during the experimental period those who have to relinquish their privileges or their authority or importance will work not towards making a new scheme successful, but to minimise its benefits. We recommend, therefore, that the changes recommended by us should be introduced simultaneously in all the Departments of Government at the same time, so that the officers concerned do not hanker after the return of the old order.

Regrouping of Departments of Secretariat:

2.52. The previous Administrative Reforms Committee examined the question of redistribution of subjects between the Departments of Secretariat and creation of new Secretariat Departments and made certain proposals on which Government have not passed any orders so far. We have reviewed these recommendations.

2.53. The previous Administrative Reforms Committee recommended that the Hindu Religious and Charitable Endowments which subject is now dealt with by Home Department should be transferred to the Revenue Department. We support this view. The Religious and Charitable Endowments mostly comprise landed properties, and matters connected with the administration of land are dealt with in the Revenue Department. We see no connection between endowments and the other functions of the Home Department and therefore recommend that the previous Committee's suggestions be accepted.

2.54. We do not agree with the recommendation of the previous Administrative Reforms Committee that the Public Works Department at the Secretariat level should be bifurcated. This recommendation was made on the sole ground that the charge is unwieldy at present. The charge is not likely to be unwieldy if our recommendations:—

(i) to give *ex-officio* status to the Chief Engineers resident at Hyderabad; and

(ii) to delegate more and more powers to the Heads of Departments, and the lower echelons in their office are accepted.

2.55. We do not also agree with that Committee's recommendation in regard to the transfer of "Transport" from Home Department. Transport services have a lot to do with police and in the interest of proper co-ordination the subject in our opinion, should remain with the Home Secretary who also deals with the Police Department.

2.56. The previous Committee was of the view that a separate Secretariat Department should be created to deal with Labour and Social Welfare. We do not consider that Social Welfare should be separated from the Education Department. Quite a good deal of Social Welfare work relates to the grant of scholarships, boarding grants, running of subsidised or Government hostels for the Scheduled Castes, Scheduled Tribes, and other Backward Classes. All these subjects are closely related to education. The subject may, therefore, remain in the Education Department.

2.57. The subject 'Labour' is now with Home Department. We do not see any rational relationship between "Labour" and "Home". Labour is mostly employed in industrial undertakings, and labour problems are very closely connected with industrial production and development. We, therefore, recommend that this subject should be dealt with by the Industries Department. It has been pointed out that Industries and Labour is likely to constitute a very heavy charge for one Secretary. We think that if proper delegations are made, and the Director of Industries and the Commissioner of Labour are given Secretariat status as indicated by us, it should be possible

for one Secretary to manage the charge. We, therefore, suggest that Labour should be transferred from the Home Department and included in the Industries Department. We also recommend that vocational training which is imparted in connection with Industrial Development should also be transferred to the Industries Department along with the Labour subjects.

2.58. We consider that all matters connected with judicial administration should be dealt with in the Law Department. The subjects "Courts" and "Administration of Justice" and all Acts not specifically concerned with any other department should be dealt with in the Law Department. Further, we think that the subject "Jails" which is closely connected with 'Courts' should also be dealt with in the Law Department which may be called the "Law and Judicial Department".

2.59. The Panchayati Raj Department in the Secretariat is discharging the Secretariat functions as well as the functions of the Head of Department. The Secretary in charge of the Department is designated also as the Additional Commissioner of Panchayati Raj. One of the Members of the Board of Revenue is designated as Commissioner of Panchayati Raj. He is technically supposed to be the Head of Department, but appears to be doing nothing beyond inspecting the offices of the Zilla Parishads. In fact, even the inspection work is not entrusted only to the Member of the Board of Revenue who is designated as Commissioner. Whichever Member of the Board inspects the Collector's office, also inspects the Zilla Parishad office at that place. Field officers such as the Director of Youth Programmes and the Director of Inservice Training are functioning in the Secretariat. We see no logic in this. It has also been brought to our notice that matters connected with leave, postings and appointment of small posts are being dealt with in the Panchayati Raj Secretariat. The Board Member incharge of Panchayati Raj, i.e., the Commissioner of Panchayati Raj admitted that he was not able to do justice to this part of his work, as he was not always in the know of what was taking place in the Secretariat of the Panchayati Raj. We were told that since the Chairmen, Zilla Parishads and Panchayati Samithis are prominent non-officials, their problems can be tackled better at

the Secretariat level than at the level of a Head of Department. We are not impressed by this argument. In our view the field problems of any organisation can be appreciated better, as a rule, by an executive functionary than by the Secretariat. In fact the Chairmen, Municipal Councils are also prominent non-officials and there is a Director of Municipal Administration between the Government and the Municipal Councils. We, therefore, suggest that there should be a separate Head of Department for Panchayati Raj. This will considerably reduce the work in the Secretariat. We also consider it desirable that there should be close co-ordination between the Panchayat Samithis, Zilla Parishads and the Municipal Bodies in the district. We accordingly recommend that besides the creation of a Head of Department for the Panchayati Raj work, the Municipal Administration and Panchayati Raj Departments should be combined into one Department at the Secretariat level. The new Department may be called the "Department of Panchayati Raj and Municipal Administration". The latter subject now being dealt with in the Health, Housing and Municipal Administration should be transferred to this new department. After the transfer, the Health, Housing and Municipal Administration Department may be designated as Medical and Public Health Department—Housing being part of Public Health work.

2.60. According to our recommendations, therefore, the re-organised departments will be as under:—

- (1) General Administration Department.
- (2) Home Department.
- (3) Food and Agriculture Department.
- (4) Revenue Department.
- (5) Planning Department.
- (6) Panchayati Raj and Municipal Administration Department.
- (7) Finance Department.
- (8) Law and Judicial Department.
- (9) Public Works Department.
- (10) Medical and Public Health Department.
- (11) Education Department.
- (12) Industries and Labour Department.

2.61. It has been brought to our notice that there is some delay in the matter of implementation of the decisions of the Council of Ministers and it is attributed to the fact that there is no proper follow up action to watch the implementation of those decisions. A suggestion was, therefore, made to us that there should be a separate Cabinet Secretary as the Chief Secretary may not find time to function as the Cabinet Secretary in addition to his other duties, and as he is not likely to be able to bestow the attention necessary to ensure proper follow up action on Cabinet's decisions. While there is some force in this, we consider that the Chief Secretary, who is one of the seniormost Civil Servants and who superintends all other Departments of the Secretariat is in the best position to ensure proper implementation. He should, therefore, continue to be the Cabinet Secretary. A senior officer of the rank of Additional or Joint Secretary may, however, be given to the Chief Secretary to assist him in this connection. As this work by itself will not be adequate to occupy a senior officer full time, we suggest that he should also be entrusted with Organisation and Methods work. We understand that the Organisation and Methods Division in the General Administration Department is now handled by a Deputy Secretary who functions under the overall control of the Chief Secretary. We are not impressed by the achievements of this set up so far. As the Organisation and Methods work is very important, it is essential for the officer-in-charge of this work to be able to review the working of other departments of the Secretariat and the offices of the Heads of Departments and the Collectors. He will also be required to issue instructions and ensure that they are properly followed. In our view, a senior officer of Additional/Joint Secretary's status would be more effective in Organisation and Methods work and recommend that he should combine this with his work connected with the follow-up action on the decisions of the Council of Ministers.

Inter-change of Secretariat and Field Officers:

2.62. It is essential that officers occupying senior posts in the Secretariat, not only have considerable field experience but also continue to replenish their knowledge of field conditions. The Secretariat now comprises a number of officers who have no field experience at all. Only the officers in the Indian Administrative Service Cadre and

the few officers in the Revenue Department who are drawn from the Andhra Pradesh Civil Service have adequate field experience. Most of the officers start their life in the Secretariat as Assistants and are promoted in due course to various levels in the hierarchy. A few of them are sent out on deputation for short periods for field experience. When recalled to the Secretariat they continue there during the rest of their service. This does not enable them to acquire or replenish the knowledge of field conditions adequately. We have recommended that in future only officers should deal with proposals coming to the Secretariat, and it is desirable that more and more officers be drawn to the Secretariat from the field staff. A systematic arrangement should be made under which Secretariat Officers in the concerned Departments are regularly exchanged with field officers. For example, Assistant Secretaries in the Co-operative Department could go out as Deputy Registrars and Deputy Registrars could function in the Secretariat as Assistant Secretaries. This arrangement may not always be possible in the case of technical departments like the Engineering or the Medical Services, but, in our view, every attempt should be made to ensure that officers in charge of administration in the technical departments and the officers in the Secretariat have opportunities to exchange their places every five years or so.

Financial scrutiny of the departmental proposals:

2.63. Under Rule 11 of the Andhra Pradesh Government Business Rules, every proposal not covered by general delegation made by the Finance Department and having a direct or indirect financial implication, has to be scrutinised by the Finance Department. The Finance Department has from time to time delegated some financial powers to the administrative departments; but these powers are very limited in scope and almost every item of expenditure, even though minor in amount, is being referred to the Finance Department for prior concurrence. This question of financial scrutiny of administrative proposals has been examined by the previous Administrative Reforms Committee. It recommended that so long as the overall provision in the budget was not exceeded, there should be no necessity for the Finance Secretariat to concern itself with the details. In this connection, it was said that several irregularities were being committed at pre-

sent by the Heads of Departments and Administrative officers in spite of the existing checks and controls. It was also pointed out—

(1) That the preparation of the departmental budget was left almost entirely to the ministerial staff and the Heads of Departments did nothing by way of scrutinising the Budget Estimates and the Revised Estimates.

(2) That the new schemes to be included in the budget whether within the Plan or outside the plan, were usually prepared in great haste and, in a large number of cases, without first collecting the basic data necessary for proper analysis. The schemes were often cursorily examined by the administrative department and were included in the Budget depending on the pressure which the Head of Department or the Secretary concerned could bring to bear.

(3) That according to the reports received from the Accountant-General, the expenditure incurred for which complete accounts had not so far been rendered to the satisfaction of the Accountant-General amounted to about Rs. 30 crores. This figure alone was enough to show how little the administrative departments were alive to the need for proper observance of financial rules and procedures.

2.64. We have very carefully examined the pros and cons of this question. We are in favour of proper financial control, but such control can be carried too far. Some of the Heads of Departments complained bitterly about the frivolous and piecemeal nature of objections raised by the Finance Department and about the delay caused in obtaining the schemes scrutinised from the financial point of view. However, though specially requested to do so, none of them thought it fit to submit for the perusal of the Committee, a single case where the proposals were unnecessarily held up in the Finance Department. We have already expressed our doubts that often the Heads of Departments are not examining their proposals with proper and adequate attention at the time of submitting them. We suppose that they are leaving this far too much to their clerks. This state of affairs needs to be remedied in no uncertain manner. In the proposals we have outlined above, we have laid certain financial responsibilities on the

Secretary of the Administrative Department and suggested a procedure of work in which the Head of Department can criticise the Finance Department only at the risk of condemning his own staff. In our view, in the new set up, a Head of Department should realise that the acceptance of his proposals would depend almost entirely on the competence with which he presents them. It would be necessary for him and his staff to bestow more attention on matters connected with the preparation of Budget, the Revised Estimates and reconciliation of departmental and Accountant-General's figures.

2.65. We suggest that officers found persistently indifferent to such important matters should be dealt with suitably even though their seniority or technical competence may be high. As a rule only those schemes should be included in the Budget the full details of which have been furnished by the Head of Department and scrutinised by the Secretariat and the Finance Department. The procedural advantage enjoyed by such schemes will be clear from the preceding paragraphs and we trust that the Heads of Departments will strive their utmost to take the benefit of the new procedure. In our view more and more financial powers should be delegated to the Administrative Departments and Heads of Departments and which is even more important, by the Head of Department to his staff in the lower echelons so that they may expeditiously implement the schemes entrusted to them.

HEADS OF DEPARTMENTS

2.66. We have not attempted to go into the detailed organisation of each Head of Department. Besides discussing certain general principles which apply to all Heads of Departments, the following paragraphs detail changes only in respect of those departments where they appear to us to be necessary.

2.67. In our view, the Heads of Departments should have conferred upon them the maximum amount of delegated authority. These days, the general policies of Government are well known since they are incorporated not only in the Five-Year Plans but also in the annual plans which are prepared in consultation with the Planning Commission. The main task of the administration lies in implementa-

tion and achievement of results which is the special responsibility of the Heads of Departments. They should, therefore, have adequate authority. Heads of Departments in their turn should delegate as much power as is necessary to their own subordinates and in particular to officers working right out in the field. We have indicated in detail the manner in which such delegations could be made, in a subsequent chapter. The Secretaries to Government should pay special attention to this matter so that any tendency on the part of a Head of Department to hold on to delegated powers without delegation to subordinate officers is nipped in the bud.

It should be the responsibility of the Head of Department to evaluate from time to time the achievements of his department so that he may be in a position to set right in good time if things are not going according to plan.

2.68. We feel that the number of Heads of Departments which is about eighty-six is far too large and that it should be reduced to about sixty, by grouping two or three departments into one wherever possible. For example, the office of the Director of Women Welfare could be merged with that of the Director of Social Welfare as both deal with welfare activities, the Director of Women Welfare functioning as Deputy Director or Joint Director under the Director of Social Welfare. In the Education Department, there is always a woman Deputy Director of Education at headquarters who is in charge of womens' education; similarly one of the posts of Deputy Directors under the Director of Social Welfare can always be filled up by a woman, to take sole charge of the welfare of women and children. We think that this arrangement will be more effective and efficient. There is no point in the Director of Women Welfare going all the way to a Tribal area just to visit a women welfare centre, and returning without looking into the other welfare activities undertaken by the Director of Social Welfare in the same area for the tribal people.

2.69. We suspect that the offices of Heads of Departments have been created generously only with a view to enable officers responsible for certain tasks to have powers of a Head of Department under the Financial Code. We have

proposed that such officers should be given adequate financial and other powers (even though they do not enjoy the status of a Head of Department). It may be necessary to give them even greater powers than a Head of Department enjoys at present.

2.70. It is at the district level and in the field that a citizen comes in closest contact with a department. This is particularly true of departments engaged in development work. It has been brought to our notice that the Heads of some of these Departments do not have enough time to supervise the work of officers at the district level, because of their pre-occupation with administrative matters and other heavy work at headquarters. Even the Regional Officers are often not able to supervise the district officers very effectively and it has been suggested to us that this situation can be remedied by entrusting the administration of these departments at the district level to the over-all supervision of the Zilla Parishads, as has been done in Maharashtra and Gujarat. This will enable the Heads of Departments to concentrate on giving them simple technical advice. In other words, the achievement of the plan targets in respect of schemes of these departments in the district will then be the responsibility of the Zilla Parishads and the complaints and the grievances which the general public have against officers at this level will be settled locally in the district without the Head of Department having to worry about them. The Heads of Departments are not in favour of this proposal. They point out that this arrangement would loosen their control over the district officers and that this will indirectly affect the proper implementation of the development schemes. We do not share this view. In all development departments the field officers who are responsible for the achievement of the targets at the village level are already under the Panchayat Samithis. The district level officers have no field staff worth the name, other than that working under the Panchayat Samithis. We, therefore, consider that the transfer of control over the district officers in charge of development work to the Zilla Parishads is going to make them discharge their duties more effectively. We have discussed this matter further in a later paragraph, according to which these officers will be under the administrative control of an officer in the senior scale of Indian Administrative Service.

2.71. Some of the Heads of Departments have stated that they are over-worked and may be given "deputies" to relieve them of routine administrative work. While Heads of non-technical departments have suggested that these deputies should be officers having administrative experience, Heads of Technical Departments want their deputies to be technically qualified persons. We have considered these suggestions carefully. We are of opinion that there is no need to give further deputies to the Heads of Departments in addition to the deputies which they already have. We have already recommended that the Head of Department should be personally relieved of routine matters by delegating much higher powers to officers at lower levels in his department.

Board of Revenue :

2.72. The present Board of Revenue in Andhra Pradesh is the successor in office to the Board of Revenue in the Composite Madras State, which was constituted with the sanction of the Court of Directors of the East India Company in 1786, at a time when the political conditions in the State were rather unsettled. The functions of the Board of Revenue were latter defined by Regulation I of 1803 which is still in force. There was no Board of Revenue in the erstwhile Hyderabad State but by Regulation IX of 1949 the functions that were being exercised till then by the Subedars were entrusted to a Board of Revenue, created by the Act. The Board as now constituted is in charge of general superintendence of all revenue matters of the State and the District Revenue Administration. The Board is a body of Commissioners each dealing with a separate subject, the collective action of the Board being confined to a few important subjects. There has been persistent criticism both in the Legislature and outside that the Board of Revenue is a relic of the past, that it has outlived its utility and that it is today a source of delay and vexation to all concerned. Several witnesses who appeared before the Committee suggested that the Board of Revenue could be abolished with advantage. The Board of Revenue on the other hand was not only in favour of its retention, but also desired to be entrusted with the responsibility for community development and food production. The arguments in favour of this proposal were that (1) if the Board of Revenue was to be abolished, the work which it was

doing would have to be entrusted to a number of Heads of Departments to be created newly, (2) that the Board system of administration was cheaper, (3) that the Community Development and Food Production could be successfully achieved only with the co-operation of the Revenue Department, which was under the Board's control, and (4) that therefore better results were likely to be achieved if the Board was entrusted with the overall administration of these subjects.

2.73. The question of abolishing the Board of Revenue has been coming up for consideration at frequent intervals. The Economy Committee constituted in 1957 went into this question and recommended the abolition of the Board of Revenue and suggested the introduction of a system of Regional or Divisional Commissioners in its place but the Government did not accept this recommendation.

2.74. The Board of Revenue comprising as it does, very senior members of the Civil Services, has always enjoyed a special position and acquired great prestige. For a long time after its formation in 1786, it was practically in charge of the entire administration of the State, including the exercise of judicial authority. It had a Secretariat of its own, which continues even till today. It functioned as the eyes and ears of Government and was the main policy making body. All legislation was initiated by it. It had certainly done great work in its time. It had brought the system of Revenue Administration into an orderly and efficient condition from the unsettled and chaotic state of affairs that prevailed before it came into existence. It had successfully plugged all the leakages of revenue. Government used to look to this body of senior and experienced officers for consultation and advice on important policy matters and administrative problems. It provided proper guidance and advice to the Collectors and saw to it that they administered the areas entrusted to them in an efficient manner. Whenever occasions like famine or floods occurred involving large scale suffering of the people, it administered relief promptly and admirably well.

2.75. But with the advent of Independence and the formation of popular Governments in the State, the importance of the Board of Revenue has considerably decreased. Ministers tour interior rural parts frequently.

People approach them freely and represent their difficulties or grievances. Elected representatives of the people bring to the notice of Government, from time to time, the needs and requirements of the people. When distress prevails in any area either on account of adverse seasonal conditions or for any other reasons, responsible Ministers are often, on the spot themselves. The emphasis today is on development and welfare with which the Board of Revenue has not much to do. In the present context of things it is not associated directly with policy making or welfare measures. The occasions on which Government use the Board as a special agency seeking its assistance and advice on important administrative problems are few and far between. A considerable part of the district administration is now decentralised and entrusted to the Panchayati Raj Institutions and these institutions are functioning independent of the Board of Revenue. We, therefore, consider that under the present altered conditions there is no advantage in having a Board of Revenue as it exists today. The functions which it is discharging could as well be performed by constituting a few Heads of Departments. In our view, it is a wasteful use of experience and talent to employ the seniormost members of the services, only for the purposes of collection of taxes and other revenue matters. That we are right in our view, is supported by the fact, that Government have been compelled by the exigencies of service to use some of the senior officers of the services who were due to become Members of the Board of Revenue in the normal course, as Second Secretary, Special Secretary, etc. We suggest further extension of this practice.

According to the set up of the Secretariat indicated earlier, the Secretary, Revenue Department, who will be one of the seniormost officers available to Government, will be responsible for the entire revenue administration. To fit into this pattern, the Board of Revenue should have the same status as any other Head of Department. We, therefore, suggest that the Board system of administration as it exists today, may be given up and the functions which the Board of Revenue is discharging be entrusted to Commissioners, who will be Heads of Departments to be constituted in place of the Board. These Commissioners will deal with the subjects which the Board is now dealing and they will have *ex-officio* Secretariat status. Thus,

there may be a Commissioner for dealing with the subjects relating to Land Revenue, Settlement, Irrigation, Development of Ayacut and Land Reforms. Another Commissioner may deal with Commercial Taxes and a third Commissioner may be in charge of Excise and Prohibition. It may be noted that all these Commissioners will be junior in rank to the Revenue Secretary. We are suggesting elsewhere that there should be a separate Head of Department for Panchayati Raj. The Commissioner of Civil Supplies who is now a Member of the Board of Revenue, will form part of the Food and Agriculture Department of the Secretariat.

2.76. The Board of Revenue has to discharge certain statutory functions also. Two of these newly constituted Heads of Departments, may be constituted as Members of the Board of Revenue for the purpose of discharging such statutory functions which the Board alone should do. The other functionaries will be Heads of Departments, on a par with the other Heads of Departments. Except in regard to statutory functions of Board of Revenue, in all other matters, they will act singly just as the other Heads of Departments are doing now. These Commissioners need not each have a Secretariat of their own in the pattern now existing. In the pattern that we have envisaged, there may be no need for a separate Secretariat having senior officers. We do not, therefore, think that the dissolution of the Board of Revenue and the constitution of some Heads of Departments in its place is going to be a costly affair.

2.77. The other important function which a Board of Revenue now performs is that relating to the inspection of Collectors' offices. An arrangement has to be made for the conduct of this important item of work. It may not be possible for one Commissioner to take up this work in the twenty districts of the State. We, therefore, suggest that each of the Commissioners including the Commissioner, Civil Supplies, may take up the inspection of Collectors' offices according to a programme to be fixed in advance at the beginning of each year by the Government in the Revenue Department. Occasionally the inspection may be taken up by the Organisation and Methods Wing also, as already indicated earlier.

2.78. We suggest that the special position of the Board may be maintained until Regulation I of 1803 and Act IX of 1949 of Hyderabad State relating to the duties of the Board of Revenue have been suitably amended and the Government have made alternative arrangement for the discharge of functions which are at present entrusted to the Board and to which we have referred above. As indicated earlier, this should be done, however, not by retaining the present Board intact but by constituting Heads of Departments and giving two of them the title of Members of the Board of Revenue and *ex-officio* Secretariat status in the Revenue Department. What we recommend is illustrated in Chart No. 4 in Appendix No. VI. These two members will formally constitute the Board and carry out the Board's functions under the various Statutes. Until the law has been amended in due course (and we suggest that this should be done at an early date) we recommend that the Board as it exists now should be dissolved and the work connected with Revenue matters carried out by Heads of Departments, such as, Commissioner of Land Revenue, Commissioner of Commercial Taxes, etc., as in other departments.

2.79. We have made the proposals contained in the previous paragraph in deference to the provisions of existing law and also of the special position held by the Board of Revenue in the administrative set-up of the State.

Director of Panchayati Raj:

2.80. While discussing the set-up of the Secretariat in paragraph 2.59, we have indicated briefly that the Panchayati Raj Department in the Secretariat should divest itself of all executive functions and confine its attention to purely secretarial work and that there should be a Head of Department to look after the executive functions connected with the Department. Though the units of Panchayati Raj have been discharging very important duties, there is, at present, practically no supervision over them worth the name. There is of course the audit that is carried out some years after the expenditure has been incurred and the visit of the Commissioner of Panchayati Raj to inspect the working of Zilla Parishads once a year. We do not think that these annual inspections or the audit constitute adequate supervision or serve the purpose of

training the staff employed by these bodies. One senior official witness stated before us that in the case of one block visited by him, there were no proper records relating to the disbursement of loans. Several responsible persons stated before us that the Panchayati Raj institutions were not functioning in an efficient manner. They complained that enough guidance was not being given to these institutions from the Secretariat. We, therefore, recommend that a separate Head of Department should be created for holding charge of work connected with Panchayati Raj and that a senior officer should be appointed to this post. The functional officers such as the Director of Youth Programmes, Director of Inservice Training, etc., should work under him and his office should be located in the Secretariat as the other establishment that has to work under him is already there.

Transport Department:

2.81. This department is primarily concerned with the enforcement of the provisions of the Motor Vehicles Act, 1939 as amended from time to time. The most important function of this Department with which the general public are greatly concerned is that relating to the grant of licences for running public motor vehicles. This work is done by Regional Transport authorities, at the district level and by the State Transport Authority at the State level. The State Transport Authority comprises of the Transport Commissioner who is the Chairman and three other members of whom one is a non-official. Similarly, the Regional Transport Authority consists of the Collector who is the Chairman and three others, of whom one is a non-official. In respect of Hyderabad district, the Regional Transport Authority consists of the Collector and six other members of whom one is a non-official. Experience has shown that the association of a number of persons has not satisfied the public. In fact, there is a lot of public criticism and suspicion that this arrangement has given room for favouritism in the matter of grant of licences for running bus routes, etc. We understand that in the Madras State, the Regional Authority comprises of only one officer, viz., the Collector of the district and the State Transport Authority also comprises of only one officer. Appeals in respect of orders passed by these authorities go to a State Transport Appellate Tribunal presided

over by a member drawn from the Judicial Service of the rank of District and Sessions Judge. The public in Madras appear to be satisfied with this scheme, as all executive orders passed either by the Regional Transport Authorities or the State Transport Authority are subject to review by a judicial officer. We recommend that the system which is in vogue in Madras State may be followed in our State also. This would involve amendments to the law relating to motor vehicles and early steps should be taken to carry out the necessary amendments.

Central Stores and Industrial Marketing Department:

2.82. The erstwhile Central Stores Purchase Department has been re-designated as the Directorate of Stores Purchase and Industrial Marketing. At the same time stationery branch which was functioning under the Director of Central Stores Purchase Department has been transferred to the Director of Printing, while the problems pertaining to the marketing of products of Small Scale Industries have been entrusted to this new department. It is also the function of this department to guide the Small Scale Industries on specifications, patterns of production, pricing and marketing.

2.83. One of the important objectives of a centralised purchase organisation is to consolidate requirements with a view to take advantage of the slab discounts that can usually be got on bulk purchases. The Rate Contracts of the Directorate-General of Supplies and Disposals usually provide for slab discounts on bulk orders, but we are informed that there is usually a condition in every contract that a Direct Demanding Officer should not operate beyond certain monetary ceilings which virtually takes away the advantage offered by way of slab discount.

2.84. The Directorate comprises of an Inspection Wing which scrutinises the specifications given by the Indenting Officers and also draws up detailed specifications for stores for which basic samples are furnished. The inspection staff also carries out inspection of supplies made against the orders directly placed by the Indenting Officers against rate contracts. In order to increase the efficiency of inspection, a system of super-check has been introduced whereby officers other than those who have carried out the initial detailed inspection made a second check.

2.85. All the Chief Engineers are said to have been exempted from making purchases through the Central Stores Purchase Department. The Federation of the Andhra Pradesh Chambers of Commerce and Industries is understood to have recommended to the Government that all the Departments of Government should be brought within the ambit of centralised stores purchase so as to ensure uniformity in the purchase procedure. If these proposals are accepted, the Chief Engineers of the Public Works Department will also be brought into the purview of the Stores Purchase and Industrial Marketing Department.

2.86. While giving evidence before the Committee, the Director of Technical Education stated that the material required for the laboratories of various institutions in his department was being procured through the Central Stores Purchase Department; that this was taking unduly long and that as a consequence, he had to surrender lakhs of rupees each year. He suggested that his department should be exempted from the purview of the Central Stores Purchase Department and that he should be empowered to do his own procurement particularly in view of the special nature of the materials required by his Department. In that connection, he also pointed out that the items required by the laboratories were not required by any other department of Government and that centralisation in the matter of procurement of those articles did not serve any useful purpose.

2.87. When the attention of the Director, Stores Purchase and Industrial Marketing was drawn to this complaint, he said that the indents had to be scrutinised, that he had to determine the quality and standards of the articles to be purchased with the assistance of the technical persons under him, and that some delay was inevitable. On further examination, he admitted that in practice the indenting departments were asking him to purchase only articles of particular make or brand, with the result that the decision regarding the specifications, etc., rested with the indenting department only.

2.88. In our view, it is important that laboratory equipment and other similar articles should be supplied to the department concerned without delay. In view of the circumstances that it is ultimately the decision of the

Heads of Departments that settles the particular type of apparatus or machine to be purchased, we feel that it would be better if the purchase of certain categories of equipment and machinery were left to the Departments themselves. We suggest that each year, a Committee consisting of Secretaries to Government in the Industries, Finance and the concerned Departments and the Head of the Department concerned should review the list of items which could be excluded from central purchase. Items peculiar to a department in respect of which no special advantages accrue from central purchase, or items which are purchased in small quantities or in respect of which there was no special expertise in the Director, Stores Purchase and Industrial Marketing to help secure an advantage for Government should be allowed to be purchased by the departments concerned.

2.89. It is understood that the annual purchase by the Central Stores Purchase Department is about Rs. 2 crores in all and of this the bulk relates to articles of stationery. Therefore, it will be advantageous to entrust the department to the Director of Printing and Stationery, as he himself is the biggest consumer.

2.90. We are glad to note that Government have already passed orders in August 1965, raising the status of the Legislature Secretariat to that of a Department of the Secretariat. This is in accord with our thinking on the subject.

2.91. As medical graduates were reluctant to opt for Public Health work, Government have recently ordered that every medical graduate should serve for a minimum period of three years in the Public Health Department. It has been brought to our notice that Medical personnel are avoiding the postings to the Public Health Department by some method or other. In our view, interchange of personnel between these departments is in the best interest of both the departments and also in the interests of personnel concerned. It is also desirable that a person should not be kept indefinitely in the Public Health Department and thus get out of touch with medicine and surgery. It will be difficult to have such interchange of personnel so long as these departments are kept as two separate water-tight compartments. A suggestion has,

therefore, been made to merge both departments. The Director of Medical Services was in favour of this proposal. We, therefore, suggest that Government might investigate in detail into this question and if there are no serious difficulties in the way, combine the Medical and Public Health Departments into one Directorate.

Regional Level Officers:

2.92. Many Departments of Government have their Regional Officers, each of whom is in charge of a region consisting of five to nine districts. In their evidence before us, several legislators and other prominent non-officials, expressed the view that these officers were not contributing anything but delay and that it was better to abolish these posts. They were emphatic that these regional level offices served only as post offices and that their existence was affecting the initiative and efficiency of the officers at the district level. The Heads of Departments whom we examined in this connection were all unanimous in saying that these posts were serving a very useful purpose and that it was very necessary to retain them. In their view it was very difficult in these days of expanded and intensive activity for a Head of Department effectively to supervise the work going on in twenty districts, some of which were far away from the Headquarters. When it was pointed out to them that the Board of Revenue was controlling the work in twenty districts without having Regional Officers they explained that the Board stood on a different footing, since there were more than one member in the Board and the District Officers were on themselves responsible and competent officers, which was not the case in the other departments. Taking all things into consideration, we are of the view that the Regional Officers wherever they exist, should be continued but the Regional Officers should not confine their attention merely to supervision and direction. They should be vested with substantial powers as has been the case in the Industries Department, so that they might be able not only to give relief to the Heads of Departments but also take final decisions at a level nearer to the people of the region. They should themselves deal with the problems of the districts in their charge and effectively assist and guide the district officers, only matters of all State importance being referred to the Head of Department.

District Level Administration.

2.93. In the above paragraphs, the aspects of administration at the levels of the Secretariat, the Heads of Departments and the Regional Level Officers have been discussed. The next level of administration is the district. This is also the most important level so far as the people are concerned. It is at this level that policies of Government have to be implemented and the public come in close contact with the administration and unless the officials at this level are responsive and efficient, all efforts at higher levels are likely to be ineffective. The District Collector is the most important of the district level officers. He represents the Government in the district and the citizen looks to him for all help and redress. He co-ordinates the activities of various departmental officers and functions as the head of the team. Reports on the work and conduct of several officers at the district and sub-divisional level pass through him.

2.94. Democratic decentralisation of administration has brought about a revolutionary change in the thinking of the people, Panchayati Raj institutions have been constituted at Village, Block and District levels. Certain specific duties, responsibilities and powers have been vested in these units of local administration by the relevant statutes. Progressively the responsibilities of these bodies will increase so that ultimately the problems connected with the welfare of the people may be settled by their elected representatives at the district level itself. Already, the planning and implementation of programmes relating to certain items, viz., social welfare, primary education, minor irrigation, etc., have been entrusted to these units.

2.95. With the functioning of Panchayati Raj institutions at various levels in the district, the district administration may be said to consist of two distinct agencies; one comprising the district level officers of the various Departments of Government, and the other, of the Zilla Parishad, Panchayat Samithis and Village Panchayats. The Collector of the District is closely associated with the Zilla Parishad. He is not only member of the Zilla Parishad but is also the Chairman of all its Standing Committees and he, as representative of Government at the district level, carries with him the responsibility of seeing that these democratic institutions function efficiently. He

also has to ensure proper co-ordination between the departments of Government and these elected bodies. The latter are entrusted with development and welfare activities and their efficiency depends largely on the extent to which the Collector is able to find time to co-ordinate their activities with, and to ensure the co-operation of the officers of the development departments in that district.

2.96. It is a well known fact that the District Collector to-day is burdened with far too many duties for which he carries direct or indirect responsibility. With a view to give him some relief, the previous Administrative Reforms Committee recommended that the size of the District might be reduced to a manageable limit, and that he might be given the assistance of a Joint Collector. So far, the Government have not implemented these proposals with the result that the District Collector still remains overburdened. We feel that reducing the size of some of the big districts and carving out new districts is not a simple matter and we should not await for the implementation of this reform to reduce the load of work on the District Collector. We feel that a reduction of the size of a district is not by itself a solution for decreasing the responsibilities of a Collector. In our view, the work involved in the administration of Revenue Department alone which is a key department in the Collector's charge, is of great importance, and every effort should be made to ensure that it functions effectively.

2.97. As regards the co-operation extended by the district officers of the various development departments to the local bodies, the evidence adduced before us was all to the effect that these officers were not bestowing adequate attention to work connected with the Zilla Parishad and Panchayat Samithis. It was represented to us that these officers had little initiative left to them and that all discretion and power were vested in the Heads of Departments and that they were looking up to their guidance even in trivial matters. Several Chairmen of the Zilla Parishads stated before us that these officers rarely attended the meetings of the Zilla Parishad and that even when they attended, they were not sufficiently responsive to their requests. We are satisfied that under the present conditions, there is not much scope for proper co-ordination between the departments of Government and the popularly elected institutions. So far they have not been able

to create a sense of partnership without which proper formulation and implementation of the development programme is impracticable.

2.98. We find that the departmental officers (e.g., the Agriculture Extension Officers) below the district level who are connected with development activities of Government are all functioning under the control of the Panchayat Samithis. In technical matters they seek guidance from their district officers. The Committee has carefully examined whether the officers at the district level concerned with development activities could also be placed under the control of the democratic institutions. In the States of Maharashtra and Gujarat, the entire developmental work in the district has been entrusted to the Zilla Parishads and all the district officers concerned with development activities such as the District Health Officer, the District Agriculture Officer, District Veterinary Officer, District Industries Officer etc., are functioning under the administrative control of the Zilla Parishads. Each Zilla Parishad has a Chief Executive Officer of the grade of a District Collector, who co-ordinates the work of the district officers and guides them suitably. A Chart (Appendix VIII) showing the set up of the Zilla Parishad in the Maharashtra State is appended. The Committee has considered the question whether the system obtaining in Maharashtra could be adopted in our State with such modifications as may be necessary. Evidence on this question has not been unanimous. The Chairmen of Zilla Parishads desire that the District Officers connected with Development Departments should function under the Zilla Parishads. In their view, only then the needs and aspirations of the people could be satisfied. They do not, however, want a Senior Indian Administrative Service Officer as the Chief Executive. They would prefer to have a senior Deputy Collector as the Chief Executive Officer on the ground that a Deputy Collector is likely to keep better relations with the people concerned than a senior Indian Administrative Service Officer. We suspect that what they really mean is that a Deputy Collector would be more responsive to their influence than a senior Indian Administrative Service Officer. The Chairman of the State Chamber of Panchayati Raj was emphatic that there would be no development worth the name, unless the functions of all development departments in the district were transferred to Panchayati Raj institutions.

2.99. In view of the great importance of the work of the officers of the development departments to the people in the rural parts, and in view of the strong views of the Chairmen, Zilla Parishads, in this regard, we have very carefully gone into this question. We feel that these officers, though they may be discharging their functions properly, are not sufficiently responsive to the needs of the rural population. They are likely to give priority to what their superiors consider important rather than to what is urgently required to be done for the well being of the people. The control of the Heads of Departments over them cannot also be effective on account of the fact that they are far away from the districts and also the fact that they themselves are very busy about other things. We feel that results are likely to be more impressive and fruitful if the work of these officers is effectively supervised from close quarters, and that these officers are likely to be more helpful to the rural people and responsive to their needs, complaints or grievances if they are under the administrative control of a democratic institution. The rural people will get rid of their fear of officialdom, when they realise that these officials are working under their representatives and are accountable to them. The apprehension of some of the Heads of Departments, that they will lose their grip over these officers, if they are placed under the administrative control of the Zilla Parishads, does not appear to be real. These officers belong to the department and their prospects lie in the department. They have to look to the Heads of Departments for technical guidance. The officers cannot, therefore, be indifferent to their own departmental superior officers. Taking all the factors into consideration, we are of the opinion that all the district officers concerned with the development activities should function under the administrative control of the Zilla Parishads and that it is only then that a Zilla Parishad can efficiently discharge the responsibilities entrusted to it under Section 47 of the Panchayat Samithis and Zilla Parishads Act. If the Departmental Officers at the district level are to be brought under the administrative control of the Zilla Parishad, it is necessary to have a senior officer as Executive Officer of Zilla Parishad effectively to co-ordinate their work and guide them properly. This can be done in two ways. One is to put the District Collector in charge of this work and give him assistance to discharge his other functions and the other is to let the Collector do the other

work which is also very important and to appoint a senior Indian Administrative Service Officer exclusively for development work. We are inclined to favour the latter alternative. This will mean a complete separation of development work from the District Collector and the creation of a new post of more or less equal rank for development work alone. In our view, there are certain definite advantages in this proposal. We may point out that in the present national emergency which is likely to last for a fairly long period, the Collector is likely to get involved in many important duties, e.g., adequate supervision over food distribution and price control which are likely to assume serious importance in the coming days. Similarly other problems connected with the maintenance of law and order, intensification of defence effort, regulation of civil supplies and conduct of elections, etc., will make serious demands on the Collector's time. To leave the co-ordination of development activities to him is only to invite neglect of those activities which are so vital for the welfare of the people. We, therefore recommend that a separate officer in the senior I.A.S. scale should be appointed in each Zilla Parishad for effectively co-ordinating the work of development departments at the district level. We do not think that this arrangement would in any way affect the prestige of the District Collector as the sole representative of the Government at the district level. Care should, however, be taken to see that the Chief Executive Officer of the Zilla Parishad is slightly junior in rank to the District Collector. Under the Zilla Parishad and Panchayat Samithi Act, the District Collector has certain powers to direct the execution of certain works in an emergency (Section 50) and to suspend under certain circumstances any resolution of the Zilla Parishad [section 62 (3)]. These over-riding powers certainly give a superior status to the District Collector over that of the Chief Executive Officer. In our view, copies of all proceedings of the Zilla Parishad should be sent to the District Collector from time to time and the personal files of the "departmental officers" under the Zilla Parishad should also pass through him so that he may record his own observations about their work and conduct if he chooses to do so. We feel that the District Collector can guide the Panchayati Raj Institutions better by remaining outside than by being in them.

21.100. We Visualise that under this arrangement, the district officers of the development departments will be guided by their own technical superiors in all technical matters, but they will actually be under the administrative control of the Chief Executive Officer of the Zilla Parishad. This is an arrangement similar to that existing at present in regard to Extension Officers working at the Samithi level. The Departmental Officers will be directly responsible to the Chief Executive Officer in every respect except the technical aspect of their work. They will correspond direct with the Heads of their Departments on technical matters and will respect such standards as may be laid down by the latter. If adequate powers are vested in these officers it should be possible under this arrangement for most of the ordinary affairs of a citizen to be settled at the district level, and the complaint that officials are still functioning from their inaccessible ivory towers should disappear. Control of the Zilla Parishad is bound to make the officers more responsive to the public. The Heads of Departments will also get the much needed relief and will not be bothered with the details of the district administration. We think that the following District Officers who are concerned with development activities, should function under the Zilla Parishad:-

- (1) District Agriculture Officer.
- (2) District Veterinary Officer.
- (3) Deputy Registrar of Co-operative Societies.
- (4) District Health Officer.
- (5) District Information Officer.
- (6) District Industries Officer.

The Heads of Departments will continue to be responsible for their postings and transfers but should as far as possible consult the Chief Executive Officer concerned before issue of final orders.

2.101. We would like to mention here in passing, a bitter complaint which was forcibly brought to our notice by the non-officials and the representatives of the the Teachers' Association. This related to the far too frequent and wholesale transfer of teachers—both elementary and high school. The allegation was that transfers were being made for political and personal reasons and not always in public interest. Some of the Chairmen of Zilla Parishads who appeared before the Committee explained to us that such transfers were necessary and consequent upon promotions,

etc. We do not think that this wholly explains the transfers or the widespread dissatisfaction in regard to them. We cannot emphasise too strongly the need for the popularly elected bodies to strive for the highest standards of administration and recommend that all transfers should become the exclusive responsibility of the Chief Executive Officers in future.

TALUK LEVEL ADMINISTRATION.

2.102. At the Taluk or Block level again two distinct organisations are functioning—one represented by the Tahsildar carrying out the regulatory and tax collection work, and the other represented by the Panchayat Samithi which is responsible for all the development activities. We have already mentioned that while some Blocks are co-terminous with the Taluks, others are smaller. An ideal arrangement in our view would be that a revenue taluk is made co-terminous with a Block. At present there are about 189 taluks as against 321 Blocks. If we want to have as many taluks as there are Blocks, it would mean carving out 132 additional taluks which would mean considerable extra expenditure both on staff and buildings. It seems, therefore, that for some time to come the existing pattern will have to continue. Since the Block is also treated as a unit of administration and is equal to or less in area than a taluk the existing arrangement would not appear to inconvenience the public seriously as the Block headquarters and the Block officials are likely to be nearer to the villagers than a taluk headquarters. We, however, recommend that whenever an opportunity arises for changing the boundaries of a block or a taluk; effort should be made to see that the Block and the taluk are co-terminous. It should always be seen that a block does not cover some villages in one taluk and a few villages in another taluk. In view of the large increase of work that is likely to devolve on the Revenue Department on account of Food Production and distribution, it may be necessary to carve out some sub-taluks. Whenever this is done, endeavour should be made to see that the sub-taluk is co-terminous with an existing block.

2.103. We are informed that a Tahsildar is as heavily worked as the District Collector. He has, however, no facilities for turning out the work expected of him. He is the one officer, on whom the Collector depends in cases of

all local emergencies such as fire, famine, flood or pestilence. Several Collectors have suggested that on Tahsildar's efficiency depends the welfare of the rural folk and incidentally the reputation of Government. Though a few Tahsildars have been supplied with Jeeps, a majority of them still depend on public transport. Almost all the Collectors have represented that a quick moving conveyance is necessary for a Tahsildar for the efficient discharge of his duties. We recommend that each Tahsildar should be provided with a Jeep as early as possible.

2.104. The Panchayat Samithi is responsible for developmental activities at the block level. In this connection, we have only two observations to make—

(1) It appears that a large number of Block Development Officers have been drawn from the technical departments. Out of a total of 332 Block Development Officers, 126 are from the Revenue Department while as many as 195 are from Veterinary (30), Agriculture (57), Co-operation (50), Education (52) and Industries (6) Departments. The point for consideration is whether it is desirable to utilise the services of technical officers for administrative, organisational and co-ordinating functions which a Block Development Officer is expected to carry out. Evidence given before us by some responsible persons would indicate that Block Development Officers drawn from the Revenue Department are generally more useful since they adjust themselves to the prevailing rural atmosphere and have more contact with the people. We think that there is considerable force in this argument and suggest that while the present set of officers may continue, as and when they are replaced, officers from the Revenue Department should be taken. This will also enable Government to utilise the technical talent of the persons so released in their respective departments to greater advantage.

(2) The tempo of development work in a Block depends very much on the zeal, energy and hard work of the Extension Officers. Several witnesses including the Chairmen, Zilla Parishads stated before us that the Extension Officers in the Blocks were not functioning efficiently, and that this was mainly due to the dual control that is being exercised over them—that is, both by the Block Development Officer and by the district departmental

officers. In our view, a considerable part of this difficulty will disappear when our recommendation to bring the district level departmental officers under the control of the Zilla Parishad has been accepted and the Zilla Parishads have been provided with the services of an Indian Administrative Service Chief Executive Officer. It should then be possible to place the Extension Officer under full control of the Block Development Officer.

VILLAGE LEVEL ADMINISTRATION.

2.105. At the village level, the regulatory and tax collection functions are carried out by the Village Officers. In Andhra districts, there is a village accountant known as the Karnam and a Village Headman, who attends to the collection of revenue and to the maintenance of law and order. In the Telengana area, the duties of the headman are shared between the police patel who looks after law and order and the Mali Patel who collects the revenue. The village accountant in this area is known as Patwari. These village functionaries are assisted by a few village servants. We have examined the question whether at the village level, it is necessary to have all these functionaries. The Unnithan Committee which was asked to go into the conditions of service of village officers recommended that more than one functionary was not necessary at the village level. They suggested that it was enough to have one officer and pay him better. This proposal involved considerable retrenchment of village officers. On the representation of Village Officers' Associations, this recommendation was not accepted by Government with the result that the *status quo* remains.

2.106. A Village Officer particularly the Patwari or Karnam, though he is the lowest in the hierarchy of officialdom, is an important functionary so far as the ordinary citizen is concerned. He is incharge of village accounts and controls the entire village system of administration. His assistance is required whenever land is sold or purchased, when land revenue has to be paid or a loan is to be obtained, whether it be a loan from the Co-operative, Agriculture, or Revenue Department. His services are also utilised by quasi-Government institutions like Land Mortgage Banks, Co-operative Societies, etc. Being looked upon as the repository of all wisdom in the village, he is responsible both for much good and more evil. Being a local

man, not subject to transfer, he wields unique influence over the village. One of the main difficulties in replacing the Karnams is that adequate number of qualified persons, willing to work in this category is not available particularly in backward areas. The salaries are very low and there are no prospects of promotion. It would be worthwhile to spend some money in training a certain number of qualified persons who are prepared to work in these village posts and provide promotion opportunities to posts like Lower Division Clerks, Village Level Workers, Junior Co-operative Inspectors, Panchayat Executives, etc. There is a good deal of un-employment among those who have not been able to pursue their studies to a level higher than S.S.L.C. and many amongst them may be attracted to posts of Karnam and other village officers, if opportunities for promotions are provided. In our opinion Government should consider giving training and opportunities to such persons. In our view, this will lead to a general improvement of Government administration at a level nearest the heart of our rural population.

2.107. The immediate supervision of the work of the Village Officers is in charge of a functionary called the Revenue Inspector. He is in charge of about 20 to 30 villages. He functions under the Tahsildar and is drawn from the category of Lower Division Clerks, and after working for two or three years as Revenue Inspector, returns to his duties as a Lower Division Clerk. A functionary of this status is not likely effectively to control the work of permanent Village Officers. The latter usually exploit his immature knowledge of Revenue Rules and Regulations. By the time, the Inspector picks up enough experience to control the work of the village officers, he is usually transferred. Almost all the Collectors and Tahsildars have represented that the status of this functionary should be raised to that of an Upper Division Clerk. Apart from his effectively controlling the work of the village officers, he has to make the initial enquiry in all revenue matters, whether they relate to encroachments, assignments or irrigation disputes. He is the officer who carries out inspections in the first instance and the decisions of all the other officers in the hierarchy depend on his reports. In our opinion, it is high time that the status and pay of the Revenue Inspectors was raised to that of the Upper Division Clerk.

2.108. On the development side, there is a trained Village Level Worker attached to a group of about ten villages. He is a multipurpose worker but is actually in charge of agricultural extension activities mostly because of the great importance attached to food production. He functions under the Panchayat Samithis. These Village Level Workers are, however, reported to be not functioning well. They are also subject to dual control. Both the Panchayat Samithi President and the departmental hierarchy exercise authority over them and almost every one who gave evidence before the Committee stated that the Village Level Workers were not doing any useful work. Government also have observed in June 1965 (Memorandum No. 1467/Estt./IV/65-3, dated 21st June 1965—Panchayati Raj Department) that the Village Level Workers were not bestowing proper attention on agricultural production, which was the only work they had to do now. They are not able to create any enthusiasm among the ryots because the supply of essential things like fertilisers, etc., is not in their hands. We have no hesitation in coming to the conclusion that the money spent on them is not useful. These appear to be a band of frustrated Government servants with no prospects of promotion. Though, theoretically they have the opportunity to rise up to very high-level posts, in fact they have no higher position to look forward to. Many of them started their career years ago as Village Level Workers. They are still working as Village Level Workers. They are not treated as having any official status in the villages. The Committee after careful consideration feels that the money spent on them might as well be saved and recommends that these Village Level Workers may be abolished altogether or at least future recruitment to these posts stopped. For agricultural extension work, agricultural graduates who are likely to become surplus in the near future may be appointed. In our view, more effective work will be done even if five Agricultural graduates were employed to replace ten Village Level Workers in a Block.

2.109. A Village Panchayat which is the lowest unit of local administration is mainly in charge of the civic welfare of the villages. The number of villages in the State is 29,332 and these have been constituted into 15,270 Panchayats. It is not advisable to have Panchayats for small villages. They cannot have resources enough to undertake anything useful to the villagers. However, the Panchayats

have been formed only recently and should in our opinion be allowed to function for sometime, before any changes are made in their working. Some Panchayats are not able to collect their taxes specially those that have no executive officers. We suggest that in all cases where there are no executive officers, tax collection should not be the responsibility of Panchayats and the Village Officers should be permitted to collect the taxes on payment of a commission. We also recommend that Panchayats particularly those in the backward areas, whose resources are poor should be given greater financial assistance than those well placed.

2.110. We are informed that senior touring officers are not in enough touch with the conditions prevailing in villages and that their touring is confined to district or taluk headquarters. It is represented that even when a village is visited by an officer in connection with any specific purpose, the officer just touches the village and immediately gets back. Unless night halts are made in villages, the problems of villagers cannot be properly appreciated. We, therefore, suggest that Government should instruct all their touring officers to spend a few days in their tours in villages by making night halts. The absence of proper facilities for making night halts in villages is, of course, a limiting factor in this connection. However, where there is a will, there is a way. If officers have the desire to know the difficulties of the villagers, they can manage to get some suitable accommodation to stay.

CHAPTER III

PERSONNEL ADMINISTRATION

The efficiency of the administrative machinery depends to a large extent on the men who are in charge of it. Recruitment of the right type of men capable of understanding and intelligently applying the laws, rules and regulations which they have to administer and of responding in the right manner to public needs and grievances is always important. It is all the more so in the present context when the scope of governmental activity has enlarged a great deal and, for bringing about rapid economic development, the Government have assumed large powers of regulating trade, commerce, industry and other economic activities. Improvements in organisation, methods and procedures will be of no avail unless the public services are manned by properly qualified, competent and hard-working men. An efficient, impartial and honest Civil Service is essential to a modern welfare State. The laying down of proper qualifications for different services and posts, recruitment of the right type of men and their training assume importance.

Service Rules:

3.2. Service rules, which lay down the qualifications for different services and posts and prescribe the conditions of service have an important bearing on recruitment. With the formation of the enlarged State of Andhra Pradesh on the 1st November 1956, two different sets of personnel, one from the Andhra State and the other from the erstwhile Hyderabad State, came together each governed by a separate set of service rules. With the formation of the new State, it became necessary to evolve a common set of rules for each service and category therein, applicable not only to new recruits but to the extent possible to existing employees as well. Though the question of the issue of common or integrated service rules was taken up a long time back by the Government, we understand that the work has yet to be done in the case of the services given in Appendix No. IX.

In the absence of such integrated rules, it is understood that difficulty is experienced in regularising the services of persons appointed to different posts in those services. The appointments are being continued indefinitely on a

temporary basis, leading to dissatisfaction among the incumbents of the posts. There has already been considerable delay in the matter; it is essential that the work of issuing integrated rules for Andhra and Telengana personnel be completed without further delay in respect of the services for which such rules have yet to be issued, as the period of ten years allowed for protection of service conditions, etc., consequent on the Reorganisation of States is coming to a close. We, therefore, recommend that the integration of Service Rules for Andhra and Telengana personnel should be expedited following uniform principles in the matter of such integration.

Recruitment :

3.3. Recruitment is made through the Andhra Pradesh Public Service Commission except in regard to those posts and services which have been excluded from the purview of the Commission. We recommend that a critical examination be made of the need to exclude all those posts from the purview of the Commission. The object should be to exclude as few posts as possible from the Commission's purview.

3.4. The previous Administrative Reforms Committee considered that centralised recruitment of clerks through the Public Service Commission was not working well. There was a long time lag between the occurrence of a vacancy and the allotment of a candidate to fill it on the basis of the annual examination conducted by the Commission. In some cases, the candidates allotted do not join. For these reasons, it has often been found necessary to manage the work through candidates recruited temporarily, an arrangement which is not altogether satisfactory. That Committee thought that it was desirable to decentralise the selection and suggested that the Andhra Pradesh Public Service Commission should be divested of the functions of recruitment to clerical cadres except for the Secretariat and that recruitment should be decentralised and done at district level through a common competitive examination to be conducted by the Board of Revenue. The Government had accepted the recommendation. This, however, could not be implemented as the Board of Revenue was unable to take up the responsibility and the recommendation has thus not been given effect to. Thus the selection to the posts of clerks and typists for all offices is

still being done by the Andhra Pradesh Public Service Commission. As the numbers to be recruited each year are large, some delay in the selection, which is done after a written test is inevitable.

3.5. The Director of Employment, has suggested that candidates for the posts of Lower Division Clerks, Typists and Steno-Typists could be selected through the Employment Exchanges instead of through the Public Service Commission. Certain non-officials also agreed with this view and suggested that selection could be made on the basis of the marks secured by the candidates at the Public Examinations prescribed as minimum general educational qualification for the posts. They argued that such a practice was already in vogue for selection to posts in the Posts and Telegraphs Department and that there was not much scope for favouritism or abuse under such a system. We considered this suggestion carefully and are of opinion that it will not be practicable to implement it. The minimum qualification is a pass in any one of a number of different examinations, some of which are not public but school examinations. For example, the Secondary School-Leaving Certificate or the Higher Secondary Certificate can be had only after a pass in a public examination while examination for the Eleventh Class of the Multipurpose Course, which is considered equivalent to Secondary School Leaving Certificate or Higher Secondary Certificate, is conducted by the School. Marks obtained in different examinations conducted under widely different conditions are not comparable and cannot be deemed a satisfactory basis for selection to public service.

We understand that steps are being taken by the Service Commission to reduce the time taken for selection and that candidates will hereafter be allotted to districts of their choice. Instances in which selected candidates fail to join duty will thus become less.

The Public Service Commission selects candidates directly for some non-technical posts on the basis of an interview or oral test. We suggest that as far as possible, selections may be made on the basis of a written test (and *viva voce* test where necessary), which will help to maintain the impression that selection is made on an objective assessment of merit.

3.6. Recruitment to posts under the Zilla Parishads and Panchayat Samithis is being made by Selection Committees of the Zilla Parishad in which the vacancies arise. It has been brought to our notice that candidates are not always chosen on the basis of public interest. Constitution of a Staff Selection Committee on the lines of the Andhra Pradesh Public Service Commission for Zilla Parishads and Panchayat Samithis was not however favoured by the non-officials and some of the Chairmen of Zilla Parishads, who appeared before us for giving evidence. We have considered the issue carefully and consider that it is not desirable for the elected representatives of Zilla Parishads and Panchayat Samithis to have anything to do with the selection of candidates to services under their control. Recruitment may be entrusted to an official agency. It is desirable to select candidates on the basis of a written examination as far as possible instead of merely by *viva voce* test. We recommend that a Staff Selection Board should be constituted for the purpose of selecting candidates required for service in Panchayati Raj Institutions on the basis of a written test (or *viva voce* test where written test is not possible or necessary) and for allotting the selected candidates to each district. The Chief Executive Officer of the Zilla Parishad may reallocate the candidates to the different Units of Local Administration in his charge. This Board may select candidates for Municipal Councils as well. A part of the expenditure on the Board is likely to be recouped by way of fees from candidates who apply for selection.

Direct Recruitment :

3.7. Vacancies in the different services are at present being filled both by direct recruitment and by promotion. Recruitment at the lowest level is naturally wholly direct e.g., Lower Division Clerks, Junior Engineers in the Engineering Departments, etc., while posts at a higher level are filled partly by promotion ("Recruitment by transfer" as it is sometimes called) and partly by direct recruitment, e.g., Assistant Engineers, Assistant Directors of Industries and Commerce, etc. Posts in the still higher categories of a Service are always filled by promotion, e.g., Executive Engineers, Superintending Engineers; although in some cases, e.g., Deputy Director, Joint Director of Industries and Commerce, the rules provide for direct recruitment as one of the methods of recruitment, it is seldom resorted to and

vacancies arising from time to time are almost always filled by promotion at these levels.

The question whether there should be more emphasis on direct recruitment or on promotion is one that has often been discussed. One view is that direct recruitment brings in new blood and that direct recruits have a freshness of outlook which cannot be expected from those who have already spent some years in the same line and have become set in their thinking and rigid in their attitude. The other view is that public servants at all levels look forward to advancement of their position through promotion and unless they have reasonable opportunities of improving their position they become discontented and disinterested in their work.

The evidence tendered before the Committee on this point confirms the view that direct recruits have generally been found to be of good quality and calibre and have acquitted themselves well in the discharge of their duties. There is sometimes a criticism that direct recruits have a tendency to keep themselves aloof and that their knowledge of departmental rules and regulations is superficial. The first part of this assessment appears to us to be based on limited experience and even if true is not an argument against direct recruitment itself and can be remedied by proper training and guidance from experienced senior officers. As regards the second, the Committee is of the view that while knowledge of rules and regulations is necessary a slavish and unimaginative adherence to their letter in complete disregard of their spirit is one of the main causes for administrative delays and that direct recruits with their fresh outlook are more likely to apply them in their right spirit than those who have settled down in a rut. We believe that direct recruitment attracts candidates with good qualifications and should not only be continued but extended. There should be greater direct recruitment to first gazetted posts in each department.

We are informed that the proportion of direct recruitment to gazetted posts is now small, usually a third of the substantive vacancies. Although there has been a vast increase in the strength of the different services over the past decade and half, most of the additions to the cadres are still temporary. Since direct recruitment is made only against a small proportion of substantive or permanent

vacancies, the number of direct recruits in position is in practice a very small number of the total number of posts. We recommend, therefore, that a frequent assessment of the cadre strength in each department should be made with a view to making permanent as many posts as possible and at least 40 per cent of the permanent posts at the first gazetted level should be filled by direct recruits. We also recommend that those persons already in service in lower ranks should be made eligible for direct recruitment provided they satisfy the prescribed qualifications, some relaxation in respect of age being however given.

We have been informed that direct recruitment to the gazetted posts in the Non-Collegiate branch of the Education Department will adversely affect the prospects of those already in service as there are few gazetted posts in comparison with the number of non-gazetted posts. Against one gazetted Headmaster of a High School, there are scores of non-gazetted School Assistants in a School. The only promotion available to a School Assistant is to the post of Headmaster. The chances of promotion for non-gazetted School Assistants are even now slender and it has been urged before us that the recommendation in favour of direct recruitment made in the preceding paragraphs should not apply in this case. A Headmaster coming from the non-gazetted service is considered to be more useful than a direct recruit and that there need not be any direct recruitment to the category of headmasters.

In the Revenue Department recruitment to the first gazetted post, viz., Tahsildars, is wholly by promotion from the category of Deputy Tahsildars and there is no direct recruitment. Only a small percentage of posts of Deputy Tahsildars is now being filled by direct recruitment. This is so, because till recently the post of Tahsildar formed only a category in the (non-gazetted) Revenue Subordinate Service. We consider that there need not be any direct recruitment to the posts of Deputy Tahsildar, which may be filled entirely by promotion from among the ministerial subordinate service, to provide adequate prospects for them. Instead, we recommend that 40 per cent of the posts of Tahsildars should be filled by direct recruitment. The directly recruited candidates should be given sufficient training before they are actually posted as Tahsildars. The question of training has been dealt with elsewhere in this Report.

Promotion:

3.8. In the foregoing section, while recommending a larger measure of direct recruitment at certain levels we referred to the need for ensuring sufficient avenues of promotion to Government employees. It is not enough to reserve a percentage of vacancies for being filled by promotion. The basis on which promotion to different posts in each service is made should be clearly laid down. Officers at all levels should have the confidence that their good and honest work will receive recognition in the shape of promotion when the time comes and that public interest and no other consideration will prevail in selections for promotion.

We have given careful thought to the question whether merit or seniority should be the basis for promotion. The subject has in the past received the attention of numerous Committees and others connected with, or interested in Public Administration and Personnel Management. It is recognised by one and all that advancement in service cannot depend merely on length of service and that no organisation can run successfully unless it encourages the display of enterprise and energy on the part of its members and rewards these qualities through elevation to higher posts and responsibilities. A promotion policy based wholly or mainly on length of service can only lead to lethargy and indifference on the part of the employees; since promotion goes by seniority, officers will do as little work and assume as little responsibility as is possible and is necessary to avoid getting into trouble. It is in recognition of these obvious facts that "merit", and not length of service, has been adopted all over as the criterion for promotion. Nevertheless, the view has not infrequently been expressed that it might be better after all to adopt length of service as the basis for promotion because, in the name of merit, promotions are in some cases given to the undeserving on considerations other than public interest; to avoid abuse of this kind, seniority, which has the advantage of easy determination, should be the basis and not merit which is incapable of easy and objective appraisal. To us this seems a counsel of despair. Even the advocates of this view concede that promotion cannot depend entirely on length of service and that officers who are obviously unfit for promotion have to be weeded out. There can be abuse in weeding out those who are obviously unfit and thus even this principle does not rule out altogether the subjective element and

the possibility of abuse. The view that merit is difficult to assess is no argument against the criterion of merit itself.

It is clear that merit has to be the basis of promotion. It is necessary, however, to devise an arrangement which will secure that the relative merit of the several candidates in the field for promotion is judged in as fair a manner as is possible. The arrangement should be such as will inspire confidence among the officers. We consider that the constitution of departmental committees, as explained in the following paragraph, similar to those in existence in the Central Government will largely serve the purpose.

The system of entrusting to departmental promotion committees the task of preparing lists of officers suitable for promotion obtains in all the Ministries of the Government of India. The composition of these committees depends on the posts to which promotions are to be made. Promotions to gazetted ranks are within the purview of a Committee consisting of a Member of the Union Public Service Commission, the Secretary or a Joint Secretary of the Ministry and the Head of the Department concerned. Sometimes there is an additional officer from the Ministry. At the beginning of the year an assessment is made of the number of promotion vacancies likely to arise in accordance with the recruitment rules prescribed for the post or the service. A statement is also prepared of all the officers arranged in order of seniority possessing the qualifications and fulfilling the conditions prescribed in the rules for promotion. The Committee then examines the claims of the eligible candidates, the field of selection usually being limited to about three times the number of expected vacancies. To illustrate, if there are four vacancies, the claims of the first dozen or so of the eligible candidates are considered and the best among them chosen by the Committee. The names of the officers selected are also arranged in order of merit by the Committee. When vacancies arise, the candidates included in the panel are appointed in the order in which their names appear in it. The recommendations of the Committee are almost invariably accepted. The character rolls of the officers are examined by the Committee and form the basis for selection. Since the selection is made by a Committee instead of by the Ministry or the Head of the Department and since appraisal of the relative merit of the various candidates is the result of a discussion among 3 or 4 senior offi-

cers, it can reasonably be expected that all aspects are taken into consideration. The association of a Member of the Public Service Commission with the Committee serves to inspire confidence of impartiality.

Following the above example, we recommend constitution of departmental promotion committees as follows:—

(a) For selection of officers for promotion to gazetted posts which are not within the purview of the Public Service Commission, a Committee consisting of a Member of the Public Service Commission, the Secretary to Government and the Head of the Department concerned may be constituted; for posts which are within the purview of the Public Service Commission the existing practice may continue.

(b) For non-gazetted posts in Secretariat Departments, a Committee consisting of the Secretary in the Department concerned, the Deputy Secretary dealing with Establishment and an officer of the General Administration Department or the Secretary of another department may be constituted.

(c) For non-gazetted posts in the Office of a Head of Department, the Head of the Office, a Deputy Secretary of the concerned Department in the Secretariat and an officer of the General Administration Department dealing with services may form the Committee.

(d) For promotion to non-gazetted posts in Regional and District Offices, a Committee consisting of the Head of the Office and officials of appropriate status available locally could be constituted. Perhaps the local Collector can be associated with the Committee.

We understand that the Board of Revenue is now the authority competent to make selections for the posts of Deputy Tahsildars in the Revenue Subordinate Service and to non-gazetted posts in certain other services coming under the Board of Revenue and that these selections are made by two Members of the Board of Revenue. The practice may continue, so long as the Board, as such continues.

Confidential Reports:

3.9. At the end of each calendar or financial year as the case may be, a report is written on the work and conduct of every officer during the preceding year by his superior

officer, who is referred to in the Instructions on the subject as the Reporting Officer. The report is then put up to a higher authority, referred to in the rules as the Counter-signing authority, for his perusal and for adding his own remarks if any. If he disagrees with any of the remarks of the Reporting Officer, he may record his own opinion. There are detailed instructions prescribing the reporting authority and the counter-signing authority for officers of various grades and levels. The instructions further lay down that any remediable defect in an officer, mention of which has been made in his Annual Report, should be communicated to him so that he may try to overcome the shortcoming. These annual confidential reports, or character rolls as they are sometimes called, form the basis for assessing an officer's suitability for promotion.

3.10. The present practice of maintaining these confidential reports and making them the basis for adjudging an officer's suitability for promotion has come in for a great deal of criticism. It is alleged that the reports are not infrequently coloured by personal likes and dislikes and that they ought not to be made the basis for assessing merit for purposes of promotion. It is also urged that it is difficult to obtain in these reports answers to questions like "Tact", "Energy", "Initiative", "Powers of control", "Judgment", etc., based on uniform standards of assessment and that the answers cannot but be subjective. It is pointed out that answers to these questions are often expressed in laconic terms like "Good", "Fair", "Average", etc., and seldom convey a clear picture of the quality and ability of the officer reported on. It is also argued that it is wellnigh impossible to assemble and evaluate a variety of subjective judgments of this kind with a view to picking out the best among a number of officers on the basis of these reports. An extreme view has therefore been expressed that confidential reports may altogether be abolished and that the suitability of officers for promotion may be judged by other means.

A complaint has also been made that inspite of clear instructions action is seldom taken to communicate to officers the adverse remarks made on them in the annual reports even where they relate to remediable defects. It has been urged before the Committee that the practice of

making adverse comments on an officer's work without the latter having an opportunity of explaining the shortcomings alleged against him is wrong in principle.

3.11. We are not in a position to express any opinion on the charge that reports are sometimes coloured by personal likes and dislikes. There is no doubt however that for an officer to write a fair and clear report on the work and conduct of his subordinates is no easy task. Before writing a report an officer has to consider his subordinate's knowledge of the rules and procedure, ability to apply them intelligently, relations with the public and fellow-officials, capacity to guide and extract work from his subordinates, devotion to duty, judgment, responsiveness to changing needs and situations and a host of other factors which go to make up administrative ability. While answering the various questions in the standard form, like "tact", "knowledge of rules", "drive", "initiative", etc., as fairly and clearly as possible, the reporting officer has to give a general summing up, which exaggerates neither the good qualities nor the bad ones and is equally free from unmerited praise or censure. We fear that in view of the fact that a reporting officer has to write reports on a number of officers at about the same time he does not devote as much time and attention to the task as it really deserves; often the result is that a number of colourless reports are written from which no definite picture emerges of the reported officers' abilities.

We accept the view that the report written on an officer should not be kept confidential from him; all the remarks made about his work and conduct—good as well as bad—should be communicated to him, instructions being issued placing the responsibility for such communication clearly on the counter-signing authority or the reporting authority as may be found convenient. This will remove the grievance, which is not uncommon, that uncomplimentary remarks are being made about officers by their superiors without the former having an opportunity to explain the defects imputed to them. This will also serve to ensure greater care on the part of the reporting officers in writing the annual confidential reports on their subordinates.

3.12. We have considered the suggestion that the practice of writing and maintaining confidential reports should be given up and that some other method of asses-

sing merit for the purpose of promotion should be devised. Whatever method, like a written test, an interview, or both, may be adopted for direct recruitment, we do not consider that it is possible to adopt them for the purpose of recruitment by promotion. We consider that it has to be done on the basis of the confidential reports as at present. Our recommendation in the preceding paragraph will, in our view, make them a more reliable basis for assessment of merit, even if at present they are considered to be an unreliable guide.

The Confidential Report Form contains a column relating to integrity of the Government servant, both in the case of Gazetted officers and non-Gazetted officers. We suggest that instructions should be issued to all officers that vague and indefinite remarks should not be written against the item. Remarks should be made after due enquiries and the officer making adverse entries against this item should indicate the action taken or proposed to be taken by him in the matter.

Training :

3.13. The importance of training of new recruits to Government service is now well recognised. According to the orders in force, clerks newly recruited to the Andhra Pradesh Secretariat Service, Andhra Pradesh Ministerial Service and Andhra Pradesh Judicial Ministerial Service, after selection by the Public Service Commission, have to be given in-service training in the Departments and offices to which they are allotted for a period of three months. Accordingly, during the period of three months, recruits are attached in turn to each branch of the Department or office for some time so that they may pick up the work of all the branches of the Department or office to which they are attached. This training is in our view neither adequate nor purposeful. The persons to whom these new clerks are attached for picking up work have neither the time nor all of them the capacity to guide and instruct the new recruits. The recruits thus learn little or nothing during the period, they just mark time and complete the training period. The senior officers have even less time to think of the training of these recruits. A few of the trainees may occasionally pick up a little acquaintance with rules and procedure by contact with some of the experienced clerks but this system in which the

trainees are left to themselves and pick up a little knowledge here and there through chance cannot be said to be satisfactory. We have, therefore, no hesitation in saying that the in-service training is not useful.

3.14. The previous Administrative Reforms Committee considered that there should be training centres for Lower Division Clerks for a total period of three months out of which six weeks should be institutional training where both theoretical and practical training was to be given. That Committee also considered that a pass in a test in the Manual of General Administration (a compilation to be prepared as a digest of the Office Procedure Manual, Financial Code, Accounts Code, Services Manuals, etc.), should be prescribed as a condition precedent to the declaration of probation and the earning of any increment in the time scale, and that failure to pass the test within two or three attempts should entail discharge from service. That Committee considered that the test might be prescribed for all Lower Division Clerks and directly recruited Upper Division Clerks including those in the Secretariat. Though these recommendations of the previous Committee were accepted by the Government, no specific orders have so far been issued and the compilation of the Manual of General Administration has not also been taken in hand.

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3.15. The Committee considers that it is essential to impart training in procedures to new recruits. The smooth and efficient working of the governmental machinery demands awareness and devotion to duty from officers at all levels. As has been said often, there is a human problem in every file, and this profound truth must be recognised by the Government servants, especially of the clerical and the lower executive grades. The average citizen comes into frequent contact with the lower rungs of the administrative structure and his impressions of it and of the Government are influenced by these contacts. Some of the delays that occur in Government offices and inconvenience thereby caused to the public can be avoided if the clerical and lower grade executive staff have a better grasp of rules and procedures and the principles underlying them. We, therefore, recommend that there should be institutional training for a period of three months—

two months out of this should be for theoretical training and one month for practical training attached to offices. Office procedure and some of the more important service, financial and account rules and the underlying purpose of these rules should be explained during the institutional training. We also recommend that this period should be counted towards probation. A satisfactory completion of the course of training should be necessary for completion of probation.

3.16. Some of the officials and non-officials, who gave evidence before us, have suggested that there should be a refresher course of training at periodical intervals to improve the efficiency of the staff, both Gazetted and non-Gazetted. We agree with this suggestion and recommend that refresher course be organised at periodical intervals, to enable officials—both gazetted and non-gazetted services—to exchange ideas and to keep abreast of up-to-date trends in organisation, methods and procedures. The Organisation and Methods Division in the Secretariat should arrange these courses of training.

3.17. Some of the directly recruited State Service Officers, such as Probationary Deputy Collectors, District Agricultural Officers, etc., are all undergoing practical training in the duties and responsibilities of their offices. Except Deputy Superintendents of Police, and Deputy Registrars of Co-operative Societies, other directly recruited Gazetted officers do not receive any institutional training. We consider that a common institutional training for a short period, say about 3 months will be useful for all direct recruits. It is not enough for a Government servant, particularly at the gazetted level, to know his own work; he should be aware of the points of contact between his department and others and have a picture of his department as part of the whole structure of Government. No Government servant can function in isolation, and unless he shows a spirit of co-operation with and understanding of the activities of his colleagues in different departments, the efficiency of the working of the Government as a whole will suffer. We, therefore, suggest that all those gazetted officers, who are recruited direct should have a common institutional training for a period of three months, prior to the practical training which they are now given. Such training may with advantage take place at a central place like Rajendranagar.

Transfers :

3.18. We have received evidence both from officials and non-officials drawing attention to the frequency of transfers and emphasising the inconvenience caused to officers on the one hand and the dislocation in governmental work and consequent inefficiency on the other. Government are of course alive to the need for avoiding frequent transfers. Already there are instructions that an officers should not normally be transferred before he has put in about three years of service at a place. We understand however that seldom does an officer stay in the same post even for two years and that this is true of District Collectors as well. We recommend that a determined effort should be made to adhere to the salutary principle of retaining an officer in the same assignment for a reasonable time—about three years; unless the Government themselves do so, the instructions may not be heeded by the Heads of Departments, some of whom are empowered to transfer officers of certain levels.

3.19. Apart from the frequency of transfers, witnesses who gave evidence before the Committee remarked that there was interference in the matter of transfers and postings. We need hardly say that transfers should seldom be made except on grounds of public interest.

3.20. We understand that proposals for transfers and postings of gazetted officers are submitted to the Government and that final orders are passed only by the Government, save in a few cases in which Heads of Departments have been given the power. We consider that except in regard to the postings of officers in the higher echelons of the different services, there should be no need for Heads of Departments to seek the orders of the Government. The latter should be empowered to make postings and transfers of officers except at the higher levels, which may be listed out in respect of each department. The Head of a Department, who is responsible for implementation of Government's policy and execution of schemes should be free to deploy the officers under him in the manner he thinks best. Further, work in the Secretariat can be reduced by delegating powers to departmental heads in regard to transfers and postings. We therefore recommend that the power to transfer district level officers

should be delegated to Heads of Departments and that postings and transfers of All-India Service personnel, Regional level officers and Heads of Departments alone need come to the Government.

Service Registers :

3.21. We have received evidence that in spite of the steps so far taken by the Government, abnormal delays still take place in the grant of pension. Sanctions of leave and leave salary and increments are also badly delayed. This is attributed to there being no authenticated continuous record of service. Delays in the grant of increments, leave salary and pension after retirement have given rise to dissatisfaction among Government employees. Yet, this is a matter that can be set right without any expense and requires only a little care and attention on the part of the superior officers. Regular maintenance of service registers and their verification by the Head of the office as prescribed in the rules [Subsidiary Rule 12 under Fundamental Rule 74 (a) (16) in Annexure II of Part III of the Fundamental Rules] will help in the early settlement of pension claims, entitlement of leave, increments, etc. These instructions, it should be enjoined on the Heads of all offices, should be carefully observed. Inspecting Officers should make it a point to pay attention to this item of work in the offices inspected by them.

3.22. We understand that Government servants are permitted to maintain duplicate copies of their service registers; however, these are not considered authentic for the purpose of settling pension claims and the duplicate in the possession of the officer is used only for the purpose of reconstructing the original service register if it is lost. The Chief Secretary suggested, in his evidence before the Committee that, with a view to ensuring speedy settlement of pension papers, duplicate copies of service registers to be retained in the possession of officers should be maintained, that entries in these duplicates should also be duly authenticated along with those in the original and that the duplicates should be used for the purpose of settling claims of Government servants in regard to pension, increments, etc. The Service Associations which gave evidence before the Committee also welcomed the idea. We entirely agree with the suggestion and recommend that a

duplicate copy of the service register should be maintained and kept with the Government servant concerned, that entries therein should be attested along with those in the original and that there should be no hesitation in accepting the duplicate as authentic for the purpose of settling such claims of the Government servant as may arise from time to time.

3.23. Not only the pension due to an officer but his other dues, e.g., gratuity, etc., should also be settled in good time before the date of his retirement and paid to him immediately on retirement.

Medical Concessions:

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3.24. There is a good deal of dissatisfaction among the State Government servants regarding the delay in reimbursement of medical expenses. Soon after the reorganisation of States, the following procedure was ordered to be followed throughout the State, in supersession of the procedure adopted in the old Andhra and Hyderabad States:—

(a) The claims of all Ministers, the Speaker, High Court Judges and members of the All-India Services, who are governed by the All-India Service (Medical Attendance) Rules, 1954 shall be preferred to the Accountant-General direct for scrutiny and payment of the amounts claimed, with reference to these rules.

(b) In the case of the remaining gazetted and non-gazetted staff, the Director of Medical Services will receive the applications for reimbursement of medical expenses, scrutinise the claims in accordance with rules and authorise the Accountant-General to disburse the amounts admissible. The District Medical Officers have now been empowered to scrutinise the bills and authorise disbursement of the amounts due—so far as districts are concerned. There has been an emphatic complaint from Government servants (both gazetted and non-gazetted) that reimbursement is badly delayed as the procedure is cumbersome.

The Director of Medical Services, who was examined on this point, said that after District Medical Officers had been authorised to pass the medical bills, there were no

delays; if there was, it was due to lack of budget provision. He did not favour reimbursement by the Administrative Department concerned after obtaining a certificate from the authorised medical attendant, as in his view there would be no proper check. In that connection, he drew attention to the abuse of the recent concession of granting medical advances. He, therefore, suggested that all medicines normally required for treatment should be provided in the hospitals, where they could be supplied to the Government servants undergoing treatment instead of asking them to buy the medicines and later re-imbursing them.

A suggestion was made before the Committee that the Head of the office in which a Government servant is working may be authorised to pass the claim of a Government servant for reimbursement of medical expenses on the strength of a certificate issued by the Authorised Medical Attendant. The latter can only give a certificate about the need for certain drugs and medicines for the treatment and the fact of their having been used. This in itself will not help the Head of the office in deciding whether the amounts claimed to have been spent for their purchase is reasonable and deserves to be reimbursed. The procedure suggested is thus liable to abuse.

We therefore agree with the suggestion of the Director of Medical Services and recommend that all drugs and medicines likely to be required should be stocked in adequate quantities in Government hospitals to serve the needs of all those entitled to free medical aid. Where drugs and medicines necessary for the treatment of a Government employee are not available and have to be bought by the employee himself, the procedure at present being followed for reimbursement of expenses may continue to be followed.

Age of Retirement:

3.25. The age of superannuation of officers under the rule-making power of the State Government is 55. The present age limit for superannuation was fixed several decades ago. Since then there has been a great increase in the expectancy of life. Several officers who retire now on attaining the age of 55 are physically fit and mentally alert and are generally capable of putting in a few more

years of active and efficient service. A few years ago the Government of India issued orders extending the age of retirement to 58 for Central Government employees, retaining at the same time the right to ask an officer to retire on attaining the age of 55 or any time thereafter, notice of the intention to exercise this right being given beforehand to the officer. The orders were later extended to members of the All-India Services. Following the lead of the Government of India, some of the State Governments have adopted 58 as the age limit for retirement of the officers under their rule making power. We find however that the Southern States have not followed this lead. The matter appears to have been discussed at a meeting of the Southern Zonal Council sometime ago but there has been no change in the age of retirement in these States, presumably for the reason that upward revision of the age of retirement is likely to affect the prospects of those already in service. Although it may not be true of all services and all departments, the marked increase in developmental outlay from plan to plan and year to year has resulted in a dilution of the cadres. It is our view that it would be in the interests of the State to retain officers in service beyond the age of 55 if they are physically fit and mentally alert and otherwise suitable. We, therefore, recommend that the age of retirement be raised to 58, Government retaining the right to retire an officer at the age of 55 or any time thereafter, after giving due notice to the officer concerned. *नियमित रूप से*

Tours: Travelling allowance and daily allowance:

3.26. A brief reference to the allowances paid to Government employees for official journeys is necessary, in view of the several representations made to the Committee about the inadequacy of existing rates of allowance. The previous Administrative Reforms Committee recommended a liberalisation of the rates but the Government did not accept the recommendation. Conditions have changed for the worse since that Committee made its recommendation and many of the officials urged before this Committee that the rates of travelling and daily allowances needed enhancement.

3.27. We understand that, for road and rail journeys performed in a public conveyance or by train, officers are paid the actual bus or train fare of the class by which they

are entitled to travel together with some extra amount to cover incidental expenses. While there may be no need to change the rates of payment for such journeys, we consider that there is a good case for enhancing the rates of daily allowance. Now-a-days two meals cannot be had for less than two rupees, while the last grade servants are paid only an allowance Re. 1.25 paise a day. Often they seek the hospitality of subordinate officers to the embarrassment of the latter. To discourage this unhealthy practice, we consider it necessary to enhance the rates of daily allowances—particularly for officers at the lower levels and recommend that the rates of daily allowance admissible atleast to the last three grades should be enhanced with a minimum of Rs. 2 (rupees two) for the last grade personnel. Incidentally, we find that officers are divided into far too many grades for purposes of travelling and daily allowance. We consider that the number of grades could be reduced.

3.28. It will be a great convenience to touring officers if the inspection bungalows are provided with arrangements for catering. Such provision is necessary at least in bungalows at district headquarters and important places of transit. We, therefore, suggest that in all important inspection bungalows, there should be a cook with facilities and instructions to provide a meal on payment. The rates for supply of food may also be indicated.

Leave and leave salary:

3.29. To avoid delays in the grant of leave and sanction of leave salary, we recommend delegation of larger powers in the matter of grant of leave and maintenance of leave accounts up-to-date. In the case of non-gazetted officers, better maintenance of their service registers will help in keeping their leave accounts up-to-date and prompt payment of leave salary.

3.30. Government servants do not ordinarily avail themselves of the leave they earn and forego much of it, availing themselves of it only when it is absolutely necessary to do so. They do not take leave more often, because many of them cannot afford the expense of going to a different place for change and rest. To enable them to do so, it will be good if they are permitted to "encash" a part of the leave earned by them, i.e., if they are paid cash the

leave salary for a part of the leave earned by them, the corresponding period of leave being debited to their leave account. As concession of this kind might, we hope, induce them to take in full the balance of the leave to recuperate themselves. No one may be permitted at any time to "encash" more of the leave than he actually avails himself of. Further, the concession may apply only to earned leave and not to leave of other kinds. We accordingly recommend that the Government servants be permitted to encash as much earned leave as they avail themselves of.

Disciplinary Proceedings:

3.31. Departmental disciplinary proceedings against officers under the rule-making power of the State Government are regulated by the Andhra Pradesh Civil Services (Classification, Control and Appeal) Rules, 1963. The State Government is the authority competent to impose penalties on a Gazetted officer, although the power to impose some of the minor penalties has been delegated to the Heads of Departments. We consider that there should be liberal delegations to Heads of Departments in such matters. We understand that in each department, a Committee has been set up to examine the question of delegation of powers to Heads of Departments. It may go into this issue in detail and make suitable recommendations.

3.32. We find that disciplinary proceedings take an unduly long time and that in some cases the officers involved are kept under suspension for long periods. Out of 4,743 disciplinary cases reported to us as pending on 1st April 1965 by certain Heads of Departments and Collectors, we notice that 1,764 cases have been pending for over a year. It should normally be possible to dispose of a case within one year. We, therefore, recommend that disciplinary cases should be dealt with on a priority basis at all stages and disposed of within one year.

We indicated in Chapter IV, a procedure under which the time taken for the disposal of cases involving disciplinary action, can be reduced considerably.

CHAPTER IV

ADMINISTRATIVE PROCEDURES

The procedures adopted for the disposal of Government business have considerable bearing on the efficiency with which the work is carried on in Government offices. It is therefore necessary to examine and modify procedures whenever a change is called for.

Some of the witnesses who gave evidence before us stated that the procedure indicated in the District Office Manual (Tottenham System of Office Procedure) in regard to the registration of tappals is conducive for the 'missing' or 'not accounting' of a number of papers and that the system that prevailed in the erstwhile Hyderabad State, *viz.*, the system of maintaining the Inward and Outward registers under which everything that is received is registered first and then passed on to the dealing clerk should therefore be restored. They complained that because of this defect in the system, the petitions, *etc.*, sent by them were often not seeing the light of day and whenever they reminded or approached the officers in this connection, they were told that their original petitions had not been received. As the public were feeling aggrieved about this, we have tried to understand the nature of the defect and suggest a remedy for it.

4.2. Under the system in vogue in the erstwhile Hyderabad State, all the tappals received would be entered and numbered by the receipt clerk in a Register called 'Inward Register' before they are distributed to the sections concerned. Each section in its turn maintain another Current Register in which the case was registered. Under the system now followed, so far as the Secretariat and the Board of Revenue are concerned, the tappals, after being sorted out by one Assistant Secretary in charge of tappals, officer-wise, according to the subjects dealt with by them, are sent to them direct in locked boxes without entering them in any register. The officers concerned after seeing the tappals and making necessary endorsements or observations, if any, on them, pass them on to the Section Officer concerned who will assign numbers to the papers and distribute them to the dealing clerks concerned after taking acknowledgment from them in the distribution register,

where the current number of the paper alone will be entered. It may be noted that the numbering of papers is done at a fairly responsible level by a functionary other than the dealing clerk. The clerks concerned will then register the papers in their Personal Registers, indicating the date of receipt, subject, *etc.*, and the outside number and date. This register is a comprehensive register serving the purposes of all the registers maintained under the Hyderabad system. The procedure in the offices of the Heads of Departments and District Offices, where the Tottenham system is in force, is however, different. The tappals are not entered in a register as soon as they are received but they are perused by senior officers and passed on to the dealing clerks for registering. It is the dealing clerk that numbers and registers the papers under this system. Numbering of a case is entirely at his discretion. Where he is not interested he can simply put away a paper. There is, therefore, scope for the dealing clerk not to number and register at all some references received either on account of over work or with a view to resort to corrupt practices. If he altogether destroys certain papers at this stage it is very difficult to prove his guilt. The authority that gets the bad name when a paper is put away or destroyed is not the culprit but the administration. Though orders have been issued by Government that the receipt of petitions, complaints, applications, *etc.*, received from the public should be promptly acknowledged, in actual practice this is not being done for one reason or other. There is a general complaint from the public that they are not receiving replies promptly and that they are finding it very difficult to get their papers traced in various offices. We are convinced that the complaint is genuine and, therefore, recommend that a Petition Register may be maintained in each office where the Tottenham System is in vogue, on the lines of the Inward Register and each petition, complaint or application received from the public as distinguished from a public office be numbered in it before it is distributed to the sections. This will be in addition to the existing registers. At the same time as the petition is entered in the Petition Register it should be the duty of the clerk maintaining the Register to put up for the signature of the competent officer, a draft acknowledgment of the receipt of the petition, complaint, *etc.* The acknowledgment should indicate the number which

was given to the petition in the Petitions Register. Printed acknowledgment cards should be made available for this purpose to each office, which receives petitions and applications in large number. There is usually a clerk in each big office to attend to tappals and extra staff may not be required for attending to this work. The petition can then be handed over to the section or branch concerned after obtaining the initials of the dealing clerk in the Petitions Register. The entry in this Register should be rounded off after the paper is registered, by indicating in the remarks column the number given to the paper in the Personal Register. At the time of registering the petition, the number given to the paper in the Petitions Register may be noted in column 4 of the Personal Register, i.e., instead of outside number and date, column 4 of the Personal Register would thus indicate outside or petition number and date. If this is done, there will not be any scope for the loss of petitions received from the public and the public also will know the number given to their petitions which will enable them to indicate reference to the petition while reminding. From the Petitions Register number, the reference can easily be traced. The fact that a petition, application or complaint is entered in a register would itself act as a deterrent on clerks against mislaying them. The Card endorsement containing the number given to the petition would create public confidence and improve public relations. The despatch of the Card acknowledgment can also be indicated in the Petition Register itself in the remarks column. A *proforma* of the Inward Register of Petitions we have in view, is indicated below:—

Serial number of the petition.	From whom received.	Subject- Matter.	Despatch seal indica- ting acknow- ledging receipt.	To whom given.	Initials of the clerk.	C. No. given to the petition.	Remarks.
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)

Date:

The Inspecting Officers should particularly scrutinise this register to see if the petitions, etc., were disposed of promptly. A scrutiny of the register would give them an idea of the nature of petitions received and the manner in which they were attended to. Particular attention should be paid in all offices for the prompt disposal of petitions as this improves public relations. We are indicating this procedure only for petitions, etc., received from the public. It may not be necessary for official tap-pals to be entered in the Inward Register, in view of much scriptory work involved therein and as there may not be many occasions of loss of the official letters. Important letters, etc., are, however, to be entered even now in the Distribution Register and this is enough to ensure that important papers are not lost. Even if some unimportant papers are lost occasionally, the officer who sent the communication would remind about it after some time and the papers can be easily rebuilt. No outward register is necessary either for petitions or for other correspondence.

Disposal of petitions:

4.3. One of the reasons for the abnormal increase of correspondence in all offices is that, on matters which have been disposed of already, petitions are entertained by Ministers and reports are called for. We realise that, as elected representatives of the people, Ministers cannot refuse to receive petitions. Unless the petitions disclose anything new which was not considered before, they should simply be lodged. Where petitions are presented to Ministers on matters the disposal of which is within the competence of subordinate officers, they should be straightaway forwarded to the authority competent to dispose of them and no report should be called for in such cases. If a request indicated in a petition is one that cannot be complied with, an endorsement may straightaway be sent to the party, informing him of the position, without sending the petition to a subordinate officer for disposal. These suggestions are not in any way new, but are reiterated as they will help reduce correspondence at all levels and do not appear yet to have been adopted.

It was represented to us that very often, when a petition is rejected, a simple endorsement to the effect that the petition is rejected is given without indicating any reasons for rejection. This results in the party putting

fresh petitions on the same subject, which creates unnecessary work for all concerned. We suggest that whenever an application or petition is rejected, the order communicated to the party should indicate briefly the reasons for doing so, unless the grounds for rejection are such as cannot be revealed in public interest.

Inspections:

4.4. As a result of the recommendations of the previous Administrative Reforms Committee, all offices except those of the Heads of Departments and Departments of Secretariat are now under a system of regular annual inspection. Some of those who gave evidence before us represented that there should be a separate organisation for inspection of Government offices. We were informed that there used to be such an organisation, called the Inspectorate of Government offices, in the erstwhile Hyderabad State, and it was headed by a senior officer. While we agree that there is need for someone to oversee the work of offices at different levels in each department, we consider that the need cannot be met by some one who is not part of the department. The inspecting agency can be effective only if it is part of the departmental hierarchy. We are, therefore, not in favour of constituting any separate wholtime agency solely for the purpose of inspections. Heads of offices should be encouraged to take advantage of the Organisation and Methods Division in the Secretariat, which may be called upon by them to undertake an examination of the working of their offices to discover defects in procedure if any with a view to improvement.

4.5. On the recommendation of the previous Administrative Reforms Committee, the Government ordered that there should be periodical internal checks and annual review of the work in the offices of the Heads of Departments and Departments of Secretariat by the Heads of Departments and Secretaries respectively. Copies of their reviews were to be sent to the Secretaries to Government and the Chief Secretary respectively. These instructions do not appear to have been implemented either by the Heads of the Departments or the Secretaries to Government. Inspection of an office by its own head can be useful and should be undertaken, as recommended by the previous Reforms Committee.

While annual inspections are to be done normally by the next superior officer, inspections done by the officer next above in the hierarchy to that of the immediate superior officer once in a period of about five years will go a long way in toning up the administration, e.g., while a Revenue Divisional Officer is required to inspect a Taluk office every year, once in a cycle of five years or so, the inspection of a taluk office could be done by the Collector. If there are ten taluks in a district, the Collector may have to do two taluks each year, so that no taluk may remain uninspected in a period of five years. This inspection may be in lieu of the regular inspection. Similarly Commissioners may inspect the offices of the Revenue Divisional Officers once in a cycle of 3 or 5 years though the annual inspections are done by the Collectors. Such a system is already said to be in vogue in the Police Department where the Deputy Inspector-General takes up inspection of Police stations by turn, while the annual inspection is done by the Superintendent of Police. In a similar manner, the Collector conducts the jamabandi of a taluk once in about five years though it is the duty of the Revenue Divisional Officer to do it each year. This will have a salutary effect. The cycle will necessarily be different for different departments, depending on the number of offices to be inspected.

Delay—Avoidance of:

4.6. One of the bitterest complaints against the administration is that there are delays in the despatch of business. Delays are said to be occurring at all levels, viz., Secretariat, Head of Department, and at the district and taluk levels. While it is necessary that administration is carried on at all levels as expeditiously as possible, it must always be remembered that the fundamental cause of delay lies in the very nature of public administration. Every act of a Government servant and every item of expenditure, big or small, must be capable of justification with reference to the rules and regulations. Orders cannot therefore be passed in haste and several aspects have to be examined before decisions are taken. The ordinary citizen who does not realise this and gets tired of having to wait for an answer, is apt to place an unfavourable construction on the delay.

An impression has gained ground that unless a party chases a paper from place to place, things do not move. This may not be quite true but the fact that there is such an impression among a large section of the public is itself damaging to the reputation of Government. If administration is to rehabilitate itself in public esteem, there has to be a constant and determined effort to reduce these delays.

4.7. Delays are often attributed by the critics to procedures which, in their opinion, are dilatory and out-moded. As briefly indicated earlier, a certain amount of delay is inherent in the system, but it cannot be denied that delays are also often due to those working the system rather than the system itself. Instances of needless delay in dealing with papers are not uncommon and do not seem to attract the notice they deserve from the superior officers. Senior officers often express concern over delays. They could be reduced with greater vigilance and personal inspection on their part. If Personal Registers are carefully checked by all those whose duty it is to do so, it should be possible to detect and to avoid delays. We suggest that the head of the office should himself check Personal Registers by surprise, now and then. Not only would his personal interest in the department give an impetus to expedition, but it would also enable him to obtain a clearer picture of the state of work in the different branches of his office and the capacity of his staff. Senior officers are undoubtedly hard pressed for time in these days, but supervision is part of their duty and time must be found for it, especially, when delays are being so bitterly complained of.

4.8. A certain amount of delay is caused by the practice of letting all correspondence and files received in a department or office to be dealt with by an Assistant in the first instance before they are put up to any officer. This delay will be avoided in the set up which we have recommended so far as the Secretariat is concerned. Even in districts and the offices of the Heads of Departments, it is desirable to have all papers seen on arrival by a responsible officer and this officer should as far as possible indicate the line of action to be taken.

4.9. Delay often becomes more prominent when a case has to be seen by more than one department before a decision is taken. Disposal could be speeded up, if for instance, there was a rule, of having a day once a month on which all files that have been pending in inter-departmental references, for over 15 days, were brought before a joint meeting of the Secretaries, discussed and agreed upon. More problems may have to be resolved in future by personal discussions than by resort to paper work though paper work cannot be avoided altogether. Another reason often urged for delay is that officers at lower levels such as Deputy Secretaries and Assistant Secretaries decide far fewer cases with the result that a heavy burden of work falls on Secretaries. Officers appear to be unwilling to take responsibility because they apprehend that they are likely to be let down, if things go wrong, and they are therefore inclined to play safe. Officers should be encouraged to take decisions on their own and dispose of work themselves. The senior officers should at the same time be easily accessible and ready and willing to give help and guidance to their junior colleagues.

4.10. There are already instructions that objections or calls for further information should not be made piecemeal. There is still a tendency on the part of the Assistants to find some cause for returning a proposal for the time being, hoping to make a detailed examination when the file comes back again. Superior officers and those who conduct inspections should particularly see if such practices are still being followed and take steps to prevent such piecemeal references.

4.11. In view of the larger delegations of powers and the decentralisation of work recommended by us, we expect there will be a reduction in the number of papers received all round. It should, therefore, be possible to put up a file for orders within a period of three days. The existing limit of five days allowed for initiating action in a case may be reduced to three days. We realise, however, that there will be cases which require detailed and careful study, and which therefore cannot be put up within three days. In such cases, the dealing Assistant should apply for time and the time applied for will have to be given freely.

Disposal of petitions and appeals :

4.12. It has been brought to our notice that there have been considerable delays in the disposal of appeals and petitions both of the Government servants and the general public to the great annoyance of the parties concerned. Under the existing practice, the appellant or the petitioner will not have any chance to approach the higher authority till the appeal or the petition is disposed of by the officer to whom it was presented. In some cases there is a suspicion that the delay is wantonly made either in expectation of graft or with a view to harass the party. It has been suggested that in such cases, the petitioner or appellant should be allowed to approach the higher authority even before the disposal of the petition or appeal. It is apprehended that if this is permitted in the case of Government servants, it may lead to indiscipline. But it has been represented that there must be some time limit for the disposal of such petitions or appeals that they should not be allowed to be pending for an indefinite period and that if the matter is not disposed of even after the prescribed time, the petitioner must have a chance to bring the delay to the notice of the higher authority, for intervention and speedy disposal. We consider that there is some force in the argument and recommend that if on any appeal or petition, action is not taken by the authority concerned to dispose of the matter within six months of its receipt, the applicant should be allowed to send the petition or appeal to the higher authority direct and that such higher authority should dispose of the petition or appeal and pass final orders within three months of the receipt of the petition by him. We also recommend that the statutory or other rules relating to the disposal of petitions should be amended so as to incorporate the above recommendation of fixing the time limits of six and three months for the disposal of appeals and petitions. We consider that the existence of a rule like the one suggested, would make the officers concerned realise their responsibilities better and induce them to dispose of matters quickly. We suggest that general instructions may be issued that appeals and representations should be dealt with on priority basis at all levels.

In view of the loud and widespread complaint regarding the delay in the disposal of petitions, applications etc., received from the public, it appears desirable to fix

maximum time limits for the disposal of various types of petitions and applications ordinarily received in a department. Such a thing is said to exist already in the case of the disposal of loan applications in the Revenue Department. The maximum limit in these cases is understood to have been fixed as two months and the officer competent to decide these cases has to explain if the time is exceeded in any case. We consider that there should be maximum time limits on such lines fixed for the disposal of various kinds of petitions submitted by the general public and such petitions should ordinarily be disposed of within the time fixed. The officer deciding the case will have to record reasons where it has not been possible for him to dispose of the case within the maximum time fixed. We suggest that the Standing Administrative Reforms Committee should examine the types of petitions, applications, etc., received ordinarily in each department and fix maximum time limits for the disposal of these petitions. It will be the duty of Inspecting Officers to review how far the time limits fixed have been observed at the time of conducting inspections.

Meetings and Conferences:

4.13. It has been represented by the Heads of Departments, who appeared before the Committee, that there has been a considerable increase in the number of conferences, seminars etc., of late with the result that most of the time of the officers is spent in attending them and that this is affecting supervision of the work of their field officers. Most of these conferences are, of course, conducted at the instance of the Government of India and State Government have no control over these. Heads of Departments represented that their personal attendance at these meetings is insisted. Though such meetings and conferences may be necessary to co-ordinate the activities of various departments and for other purposes, it should be possible to reduce them and to arrange such conferences, etc., as far as possible on certain prescribed dates of every month, so that the Heads of Departments may be able to concentrate on their departmental work on the remaining days of the month. We, therefore, recommend that the number of meetings of Committees, Conferences and Seminars should be reduced as far as possible to facilitate the Heads of Departments to concentrate on impor-

tant field work, and that if any of the Conferences or meetings are not considered important, the Heads of Departments should be permitted to send their deputies to attend those Conferences. As far as possible, all such Conferences may be held between the 1st and 5th of the month when usually all the officers would be at headquarters.

Administration Reports:

4.14. Prior to the financial year 1957-58, about 70 administration reports were being printed and published by the Heads of Departments. In 1957, on a review of the progress in the printing and publication of the departmental reports, it was found that many of the departmental reports were being published long after the due dates. In view of the abnormal delays in their publication and the imperative need for economy, it was decided that the publication of departmental administration reports, except in the following cases, should be discontinued with effect from the financial year 1957-58 and that the State Administration Report should give an account of the working of those departments, publication of separate reports for which was discontinued. It was thought that this would not only result in economy but also have the advantage of giving in one handy volume an account of the working of the various departments:—

(1) Community Development and National Extension Service Programme.

(2) Comprehensive report on Panchayati Raj Institutions, viz., Panchayats, Panchayat Samithis and Zilla Parishads.

(3) Mines and Geology.

(4) Police Department.

(5) Public Instruction Department.

(6) Co-operative Department.

(7) Central Record Office.

(8) Irrigation Branch.

In addition, such of the Administration Reports whose preparation and publication is a statutory requirement as for example the administration Reports on Municipal Councils, Hyderabad Municipal Corporation etc., are also being published separately.

4.15. Numerous schemes for development are being implemented under successive Five-Year Plans and enormous sums of public money are spent. The public should have easily available information from which to gauge the advance made in different directions from time to time. Information on the working of individual departments in the State Administration Report is too meagre to serve any useful purpose. We are informed that in the absence of the departmental Administration Reports, Members of the State Legislature have no option but to ask questions on the Floor of the House to elicit factual information and that consequently, there has been an increase in the number of questions put by the Legislators, resulting in increase of work in the Secretariat and other offices. To meet the above objectives, we recommend that the publication of Annual Administration Reports should be revived in respect of all the Departments. Government may also see that these reports are published soon after the year is over and are not delayed.

Reference Books:

4.16. We are informed that the absence of the reference books is one of the reasons for delay in the disposal of correspondence, as the staff has to spend time in securing them before putting up the files. It is understood that even books which need to be frequently referred to like Financial Codes, Fundamental Rules, etc., are not being supplied to all the sections and that only a few establishment sections are being supplied. As they are consulted sometimes even by other sections, it is necessary that they should be supplied to all sections. We, therefore, recommend that all important reference books may be supplied to all the sections and that one of the clerks of each section should be made responsible for correcting the reference books as and when amendments are issued. As and when any new section is created, a complete set of reference books should be supplied to it. Similar supply of reference books should also be made to all the officers. Stenographers attached to the officers should be made responsible for correcting the books with the officers.

Office equipment:

4.17. Government accepted the recommendations of the previous Administrative Reforms Committee and agreed to provide modern devices like franking machines, duplicators, telephones, etc. But we are informed that

there is still reluctance on the part of Government to sanction the equipment required, particularly in the case of subordinate offices. We suggest adoption of a liberal policy in the matter of sanction of telephones, etc., to all offices.

Departmental Manuals:

4.18. The Committee recognises that availability of up to date departmental Manuals and Codes is an essential requirement of efficient administration. In order to ensure that Government servants discharge their duties efficiently and with confidence, it is necessary that they should know what exactly is required of them, their own functions, and those of others directly related in the official hierarchy, and the procedures to be followed in the disposal of business. Copies of departmental manuals will be required for this purpose for the use of the officials concerned. The general public also should know how a department of Government functions and what procedures are followed in the particular department so far as its relations with the public are concerned. Because the general mass of people are ignorant of the rules, there is scope for exploitation of the uninformed and weaker sections. Want of clear information of the rules, regulations and procedures governing matters in which the public are interested is one of the causes for the dissatisfaction of the public with the administration because in the absence of such information, they are driven from one public functionary to another. Portions of the manuals which are likely to be of interest to the public may be published in the regional languages besides English for the benefit of the public.

4.19. We are informed that upto-date manuals are not available in most of the offices and that often the Codes in use are those compiled years ago in the Composite State of Madras. The reasons for this appear to be two-fold. One is the attitude of Heads of Departments to get on somehow with the existing state of affairs rather than take the trouble of examining what changes are called for under present conditions and publishing new editions; and the other is the reluctance of Government to sanction special staff for doing the work. It is understood that the work of revising Manuals and Codes has been completed only in a few departments; it has not yet been taken up in some, while it is in progress in some others.

4.20. The Director of Social Welfare has reported that there is no Manual for the Department now and that he does not consider one necessary. The Department is in charge of the welfare of the weaker sections of the Community, i.e., Scheduled Castes, Scheduled Tribes, Backward Classes and ex-criminal Tribes. These people are about the most ignorant in the community and know little about the various ameliorative measures undertaken by Government for their welfare. They do not know what is due to them. Except a few educated and informed people among them, the rest are woefully ignorant of the constitutional safeguards provided for them and the various ameliorative measures taken by Government for their economic, cultural and social development. If not for the benefit of the department, for the sake of these people and their leaders, the department may prepare a manual showing the various types of scholarships provided by the Department, how, when and to whom and in what form applications for these scholarships are to be sent, and how assistance for subsidised hostels and other schemes of economic uplift is to be obtained.

4.21. Some Heads of Departments have stated that it is not possible to carry out the work of revision of the Departmental Manual with the existing staff and that they have addressed the Government for sanctioning the additional staff for this purpose. Great inconvenience is caused to officials, the general public and the candidates who have to appear for departmental examinations, if up-to-date Manuals are not available. In these circumstances, the Committee requests the Government to direct the Heads of Departments to finalise the work relating to the revision of the Departmental Manuals and Codes within a prescribed time limit, by sanctioning the additional staff where necessary.

4.22. In view of the importance of this work, the Committee recommends that Manuals and Codes may be revised and reissued at specified periodical intervals say about ten years. It should be the duty of each Head of Department to take up the work relating to revision about a year in advance of the due date and complete it in time. So as not to impose too heavy a burden on the printing department the work of revision may be staggered so that in each year Manuals of some specified departments are revised. The Standing Administrative Reforms Committee may examine the state of affairs existing now and draw up a programme

for revision of the Manuals and Codes over a period. It will be the duty of the Head of Department to make all necessary arrangements, e.g., budget provision for additional expenditure for undertaking the revision when it falls due.

4.23. The Manuals usually contain a lot of material which, while it is useful to the officials, is not required for the general public. These Manuals will also be too voluminous and therefore, being costly will not be within the reach of all. For example, the draft of the Agricultural Departmental Manual contains service rules, details of scales of pay of various categories of officers, Accounts and Audit Procedures, etc., all of which are of no interest to the public. They are only interested in things like Credit facilities to Agriculturists, Co-operative Societies and the like. The Committee, therefore, suggests that each Department, should in addition to preparing a comprehensive Departmental Manual also prepare a small pamphlet containing only matters of interest to the general public. The various types of applications ordinarily presented to the department, the particulars of Court Fee or application fee if any necessary prescribed for them, the form in which the application should be made and the maximum time limits fixed for the disposal of such applications should also be indicated in such pamphlet. Besides assisting applicants in presenting their applications to the proper authority and in proper form, this will prevent them from reminding the office too often. Such books should be available for sale at all Tahsil Offices and Information Centres run by the Director of Information and Public Relations and with the Receptionist in the offices of the Department concerned so that the public may purchase them easily. These should also be revised periodically whenever the Manuals are revised. The Committee hopes that these will help the public in taking greater advantage of the numerous welfare measures introduced in recent years.

Delegations and Decentralisation :

4.24. The Committee has been requested to suggest measures for the delegation and decentralisation of powers with a view to encourage responsibility and initiative at all levels and secure expeditious despatch of Government business between Secretariat and Executive Heads of Departments.

4.25. To our mind this is a matter of the highest importance and if the scheme suggested by us in Chapter II is examined carefully, the stress we lay on extensive delegation and decentralisation of powers will be quite clear. Increase in the number of clerks and officers who do not have adequate powers to discharge their duties effectively can be compared to an army without modern fire arms—useless, helpless and parasitical. We hope Government will examine the question of delegation of powers very seriously and insist that officers in higher positions part with adequate powers to those in lower echelons. Similarly, departments of Government should decentralise their functions as extensively as possible to “Sister” departments, so that the practice of inter-departmental consultation is reduced to a minimum.

4.26. The previous Administrative Reforms Committee went into this question and suggested a number of measures for delegation on the ground that the tempo of Government work is steadily mounting and any delay in implementation of projects will entail enormous loss all-round. It was of the opinion that the pace of development would be considerably quickened if the officers who were actually engaged in the implementation of the Plan Schemes were given adequate and liberal powers to incur expenditure subject, of course, to certain limitations. Some of these recommendations were accepted by Government while others were rejected. The Standing Administrative Reforms Committee has been examining this question and recently some delegation of powers has been made to the major heads of Departments like Director of Agriculture, Director of Industries and Commerce, etc. Orders have also been passed on certain delegations with a view to reduce the work of the Chief Minister and the other Ministers. Instructions are said to have been issued by the Chief Secretary to all Secretaries to Government and the Heads of Departments, indicating the broad intentions of Government in regard to the principles to be followed in the matter of delegation and they have been told that the delegation has to be on rational and radical lines, embracing administrative, financial and executive powers with an eye to facilitating decision taking at all levels. We understand that a Committee is being formed for each Department with the Secretary of the concerned Department as Chairman, the concerned Head of Department, the Financial Adviser and Deputy Secretary (Organisation and

Methods) as members, to go into the matter of devolution of financial, administrative and executive powers on the lines indicated by the Chief Secretary and make their recommendations within a period of three months. In other words, Government already appreciate fully the value of delegation of power and we need not dilate on its benefits.

4.27. Unfortunately it has not been possible for us to examine in detail the powers, technical, financial and administrative, which should be delegated to various levels of Government in each department. This is a big task in itself. One or two Heads of Departments who complained of lack of financial powers were asked to place before us a statement of their present financial powers and the powers they, in their own opinion, required to discharge their functions adequately. The statement produced before us was a sorry affair. Most of the financial figures had been multiplied by 2 or 3, the justification being the general fall in the value of the rupee during the past few years. In our opinion they did not go far enough. The Heads of Departments concerned had not exercised their mind on the basic question "what powers were needed at their level to perform their allotted tasks most efficiently and expeditiously." Their proposals would have cut down their referenecs to the Secretariat hardly by 5 per cent to 10 per cent. In our opinion this attitude has to be changed. We suggest that the Committees which have been appointed in each department should examine each matter which is at present being referred to the Secretariat with reference to the following questions:—

"Why can't it be disposed of at Head of Department's level? What contribution is the Secretariat likely to make? If some economy is likely to be affected by a reference to the Secretariat, is the economy worth it in comparison with the delay involved? If the Minister and the Secretary have to be kept informed, is not there a simpler and quicker way of doing so than a formal reference and consequent hold up of implementation? And so on." The same criteria should be used in deciding delegation between a Head of Department and his subordinates.

4.28. In Government the common reasons adduced for non-delegation of powers are—

- (1) fear of mistakes, waste and malpractices;

(2) uniformity of treatment of personnel of different departments;

(3) co-ordination and consultation with departments which may be involved on certain technical aspects of the proposal;

(4) fear of loss of authority and hence prestige of individual officer; and

(5) lack of suitable controls.

These indeed are highly "reasonable" reasons but they are not good enough to justify the withholding of adequate authority from the person who is entrusted with a task to perform. For example, with all the centralisation of powers and the checks and counter-checks provided by Government Codes and Manuals today, are there no mistakes or waste or malpractices? If the evidence led before us is to be implicitly believed, never before were corruption and inefficiency so rampant as today. Moreover, in our anxiety to take correct action we lose sight of the time element which can often be more costly than the savings affected by thorough examination and detailed checks. To illustrate, six months delay in the completion of a power and irrigation project may literally do incalculable damage to the growing economy of the State.

4.29. Similarly the principle of uniformity of treatment of individuals though highly desirable, can be very much overdone. In this connection we deprecate the amount of time and effort spent in the offices of the Heads of Departments as well as the Secretariat on individual cases for exceptional treatment. We believe that this is called "making out a special case". In our opinion this practice should be seriously discouraged and Government employees taught the habit of looking to Service Rules and Regulations as the final word of Government. In our opinion, it is better to liberalise the Rules and Regulations rather than allow relaxations.

4.30. Co-ordination and consultation are techniques which are ordinarily conducive to efficiency but in Government administration they appear to be used only for causing delay and frustration; for each department, specialising as it must, in a particular area, not only believes that every other department has absolutely no knowledge of its specialisation, but also deserves no credit even for

administrative competence. A good example of this is the maintenance of all Government buildings by the Public Works Department. There is nothing highly technical about maintenance. Every person living in a house has some knowledge of white washing, colour washing, minor repairs. Moreover officers who use the buildings are all men doing responsible jobs in their own spheres and often spend more Government money than the little Overseer who, in fact, ultimately carries out the maintenance job in the Public Works Department. Yet, maintenance continues to be the privileged charge of the Public Works Department! We are sure that similar instances can be multiplied in other departments. In our view the proper action in such cases would be for the "parent" technical department to lay down clear rules and procedures and standards to be followed and leave the execution of the work to the departmental officer on the spot. We feel sure that a review of allocation of work on these lines would be well worthwhile and would save considerable time and money to all departments of Government.

4.31. We think that the fear of losing prestige or influence is entertained only by those individuals who themselves are not competent enough to have other means of establishing their importance. Normally one would think that status of a post was directly proportional to the extent to which one took responsibility for others' actions. We hope Government would also apply this test on the quality of their senior officers.

4.32. Lack of suitable controls is a real difficulty. The only effective control on Government administration is through the Accountant-General but audit of accounts is often carried out long after the event. It is, therefore, necessary that each Head of Department should work out and introduce in the working of his department suitable procedures for control purposes in the form of periodical reports. Care should be taken, however, to ensure that the reports are in terms of specific achievements and reflect not so much the energy displayed by the officers as the results obtained by him. Besides, the paper work involved should be the minimum consistent with necessary control purposes.

4.33. We have already suggested some questions which should be answered in allocating powers to different levels

of administration. These apply equally to financial, administrative and technical powers. One positive rule of guidance would be to examine the tasks actually entrusted to a category of officials or an individual official, determine the powers which he must have to accomplish these tasks, and give him these powers *as a minimum*. It would be in order to lay down principles or criteria to assist the delegatee in the exercise of his judgment but care should be taken to distinguish clearly between delegation of authority to do and the delegation of opportunity to follow given procedures. In other words too many procedures and restrictions should not be imposed on the delegatee.

4.34. This is perhaps a suitable place for us to state that in our view trust is a greater force for integrity than suspicion and punishment. The talk of corruption and the harassment often caused to honest officers on false suspicion are eating away into the fabric of Government administration. In this connection, we have already referred to the view expressed before us by senior officials that tendency to avoid responsibility for decisions is increasing. To our mind this is a dangerous trend and cuts at the root of effective administration. The benefit of delegation of power would be maximized and healthier administration would grow, if genuine mistakes are tolerated.

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CHAPTER V

CORRUPTION

The integrity of the personnel constituting the services, is as important as efficiency, and the least that the State and the public would expect from a civil servant, is honesty. Failure to ensure integrity in the services would undermine the structure of administration. There is, therefore, need for a continuous effort to eradicate the evil of corruption within the administration. Information elicited regarding the extent of corruption existing in Departments of Government is varying. While some have stated that corruption does not exist to such an extent as is talked about, others have admitted the existence of corruption to an appreciable extent at many levels. Some pointed out that there was corruption even in democratic institutions. There is no denying the fact that people feel that corruption exists in one form or another at many levels in the administration.

5.2. Government have been taking action from time to time for the eradication of corruption and there has always been some machinery or other to investigate into complaints of corruption. Prior to December 1960, the special machinery for the purpose was designated as the X-Branch, C.I.D. and was kept under the control of the Inspector-General of Police. The question of reorganising that machinery to check effectively the increasing evil of corruption in the services and to improve the moral tone of the administration, was considered and a new department called "The Anti-Corruption Bureau" in charge of a senior Police officer of the grade of a Deputy Inspector-General of Police was created in 1960, to function as a separate department independent of the Police Department, under the direct control of the Chief Secretary. Four officers (one Executive Engineer from the Public Works Department, one Deputy Conservator of Forests from the Forest Department, one Deputy Collector from the Revenue Department and one Commercial Tax Officer from the Sales Tax Department) are drafted into the Bureau on a full time basis to assist the Anti-Corruption Bureau in the investigation of cases against officers of the respective departments and in the detection of any lacunae in the administrative and financial procedures followed in those departments which give scope for corrupt practices.

5.3. Unlike the practice followed in the former X-Branch, C.I.D. the Anti-Corruption Bureau can make discreet preliminary enquiries in secret into complaints of corruption *suo-moto* on receipt of specific information. On the conclusion of the enquiries, a preliminary report is sent to the Government or the Head of the Department concerned, as the case may be. The Bureau conducts an open enquiry only after obtaining the orders of Government in the case of Gazetted officers. In the case of non-gazetted officers, the Director of the Bureau may order such an enquiry with the concurrence of the Head of the Department concerned and in the case of any difference of opinion between the two, the matter is referred to the Government for decision.

5.4. The Anti-Corruption Bureau is also permitted to resort to the laying of traps to apprehend corrupt public servants, observing the necessary formalities for resorting to such a course.

5.5. Departmental Anti-Corruption Committees have also been constituted with the Secretary to Government of the Secretariat Department as its Chairman and all the Heads of Departments under him besides Regional Officers as Members. The Director, Anti-Corruption Bureau or his nominee is invited to attend the meetings of the Departmental Anti-Corruption Committees. The functions of these departmental committees are:—

(a) to help the Anti-Corruption Bureau to get to know the *modus operandi* of corruption or departmental procedures which render corruption possible in the particular department;

(b) to list out important types of cases in which there is scope for corruption; and

(c) to examine and suggest changes in the rules and procedures which could reduce the opportunities for corruption.

5.6. These departmental Anti-Corruption Committees do not appear to have done any work.

5.7. In 1962, the Government of India, constituted a Committee on Prevention of Corruption with Sri K. Santhanam, M.P., as its Chairman and with certain other

Members of Parliament and the Director, Administrative Vigilance Division and the Inspector-General, Special Police Establishment as its Members to consider important aspects of the evil of corruption so far as services under the Government of India were concerned and to make suggestions for putting down the evil. The Committee has made a number of recommendations, some of which have relevance to the States and may be adopted by the State Government. In pursuance of one of the main recommendations of that Committee, the Government of India set up in February 1964, a Central Vigilance Commission headed by a Central Vigilance Commissioner. The Government of Andhra Pradesh too constituted a one-member Commission for the State called the Andhra Pradesh Vigilance Commissioner in September 1964. The Vigilance Commissioner is responsible for generally co-ordinating the work and advising the departments of Government in respect of all matters pertaining to the maintenance of integrity and impartiality in the administration. In addition, the Commission may initiate, at such intervals as it considers desirable, review of the procedures and practices of administration in so far as they relate to the maintenance of integrity in the administration in all the departments of administration and if it appears that the procedure or practice is such as affords scope or facility for corruption or misconduct, the Commissioner may advise that such procedure or practice be appropriately changed or altered in a particular manner.

5.8. A view is sometimes expressed that, the creation of an independent Anti-Corruption Department, with authority to initiate an inquiry into an officer's conduct *suo moto*, has affected the morale of the services, since cognizance is taken even of anonymous petitions which are so numerous these days; it is argued that the Head of a Department, who may be expected to know something of the work and conduct of his subordinates, could be relied upon to inquire promptly into complaints of corruption and to maintain integrity in the officers and staff working under him. Support of this view would seem to imply that there was no need for separate agency like the Anti-Corruption Bureau. This view is not shared by others, who consider that useful investigation can often be done only by an agency like the Anti-Corruption Bureau and that an inquiry by a departmental agency will not be

able to secure evidence. They feel that the Anti-Corruption Bureau should continue to be there and strengthened, if need be. While the Head of a Department should endeavour to see that the personnel in his department do their work honestly and without cause for complaint, we are unable to agree that the Anti-Corruption Bureau can be abolished. We understand that in actual practice Heads of Departments have sometimes been able to pursue vigorously cases in which there was *prima facie* reason to suspect corruption. While vigilance units in each department may be useful, we have no hesitation in coming to the conclusion that they cannot replace the Anti-Corruption Bureau. Moreover, investigation by a departmental agency will not commend public confidence, as entire departmental hierarchies have unfortunately become suspect in the public eye. In this situation, the task of investigating into corruption cases cannot be left entirely to the departments. We feel that the Anti-Corruption Bureau should not only stay but that it should be strengthened so that inquiries undertaken by it may be done quicker than at present.

The control of supervisory officers has in recent years become ineffective and in each office and organisation papers are badly delayed—sometimes wantonly, it is alleged. When delays come to notice, no action is sometimes taken by superior officers to punish those responsible. There appears to be reluctance on the part of some senior officials to initiate disciplinary proceedings even where necessary, presumably because of the time consuming procedure to be followed. While we can easily understand the reluctance of an overworked Head of office to add to his burden, we trust that senior officers will not be slow to recognise that the fighting of official delays has today become a task that is second to none in importance. Parties in their anxiety to get their work done chase papers from one stage to another and resort to corrupt practices for just “speeding up” the movement of their papers. As delay in movement of files is loudly complained of by everybody and as this gives scope for corrupt practices, a deterrent punishment should be imposed on those responsible for bad delays, particularly in certain types of cases. *e.g.*, grant of licences, permits, quotas, disposal of financial claims, *etc.*

50.9. The investigating officers in the Anti-Corruption Bureau are all drawn from the Police Department and they are to go back to the parent department in due course. This is so because the department has been newly created and the officers have to revert to the parent department as there are no adequate chances of promotion in this department. It was suggested to us that it would be better to man the Bureau with its own cadre of independent officers who will not have to go back to any other department after some time. Though this may not be practicable now, the desirability of creating an independent cadre of officers for this department in due course and training them suitably for this type of work will have to be considered by the Government. When such a cadre is created the scales of pay fixed for them should be sufficiently attractive, so that proper persons may come forward to take up the work, which is of an unpleasant nature and also that they themselves may be demonstrably above corruption. In the meanwhile, the present arrangement of taking the investigating staff from the Police Department has to continue.

5.10. We notice that the duties and responsibilities of the Vigilance Commissioner are very much limited. He is more or less acting as a senior adviser to Government, in respect of matters relating to corruption. Corruption is a thing which cannot always be detected easily and proved. From certain given circumstances, corrupt practices will have to be presumed and steps taken to prevent them. It is said that undue delay in attending to cases or taking decisions is wantonly caused in the expectation of graft. Reports on appeals and other petitions preferred are said to be held up for months together for no valid reasons. It does not now appear to be open to the Commissioner to take action in such cases. We feel that the powers of the Vigilance Commissioner should be enlarged so that he may have authority to investigate into all cases of irregularities, delays, improprieties alleged against public servants and not merely complaints of corruption. Our evidence discloses that corrupt practices are prevalent even in Panchayat Samithis, Co-operative institutions etc. These bodies receive grants, loans or other kinds of assistance from Government for various purposes. We feel that the powers of the Vigilance Commissioner should be enlarged so as to give him authority to inquire into complaints of

corruption against elected representatives in charge of institutions that are receiving Government grants or loans in any shape.

5.11. The Santhanam Committee observed that the constitutional protection given to Government servants by Article 311 of the Constitution of India and the judicial interpretation of that Article have resulted in making disciplinary proceedings highly involved. That Committee has suggested certain measures to see that the procedure relating to disciplinary proceedings is simplified. We consider that there is need to simplify the procedure and suggest that suitable action may be taken on the lines proposed to be taken by the Government of India in respect of their servants.

5.12. The disposal of disciplinary cases takes an unduly long time. When a complaint of corruption comes to the notice of Government and it is considered that the complaint needs investigation, the Anti-Corruption Bureau is asked to undertake the investigation. The report of investigation is then sent by the Anti-Corruption Bureau to the Government with its recommendation, which can be one of the following three:—

(a) a *prima facie* case exists for the matter to be placed before the Tribunal for Disciplinary Proceedings.

(b) the officer has been guilty of irregularities which may be dealt with in a departmental enquiry;

(c) no material in support of the complaint is available and the matter may be dropped.

On an examination of the report, the Government finally decide the course of action to be followed. In cases which go before the Tribunal, an oral enquiry is conducted by the latter after a charge-sheet has been served on the officer and his explanation received. On the conclusion of the enquiry, the Tribunal sends its report to the Government. If the officer has been found guilty by the Tribunal of some or all of the charges and a punishment has been recommended, and the Government propose to accept the recommendation, a notice has again to be served on the Government servant asking him to show

cause why that punishment should not be inflicted, sending at the same time a copy of the Tribunal's report. Final action is taken on receipt of the officer's reply.*

It will be seen from the brief description given above that the procedure to be followed is time-consuming. If at the end of the above proceedings, the Government servant affected thereby contends that any material irregularity in procedure has been committed and takes the matter to a Court of Law, there will be uncertainty about the finality of the action taken by the Government.

The time taken for disposal of disciplinary proceedings has often been the subject of adverse comment. We have considered whether there could be a simplification of the procedure. We suggest the constitution of a Court of Discipline presided over by one or two functionaries of the status of a Judge of a High Court, in replacement of the present Tribunal for Disciplinary Proceedings. When the investigation of a complaint by the Anti-Corruption Bureau reveals enough evidence for further action, a complaint is straightaway filed before the Court of Discipline which will conduct a full and detailed enquiry into the charges, giving sufficient opportunity to the officer involved in the charges to answer the allegations against him. The Court will then pronounce a judgment in the case including the punishment to be awarded, if in its opinion the charges have been proved in full or in part. Action to give effect to the judgment may straightaway be taken by the Government without any further examination or without giving any further opportunity to the officer to make representations in regard to the merits of the case or in regard to the punishment. This change in procedure will in our view reduce considerably the time now taken for the disposal of such cases. We recommend adoption of this change in procedure after examination of the legal implications.

* Note.—(1) If the Government are unable to accept the Tribunal's report, the Tribunal has to be consulted (reasons for disagreement with the Tribunal's report being given).

(2) Since the appointment of the Vigilance Commissioner last year, we understand that there has been a change in the procedure described above. On receipt of the report of the Anti-Corruption Bureau, the Vigilance Commissioner gives his advice whether a *prima facie* has been made out against the officer involved for the matter to be placed before the Tribunal for Disciplinary Proceedings. Again, on receipt of the Tribunal's report, the Vigilance Commissioner gives his advice whether the report may be accepted and if not in what respects a deviation is considered necessary in his view.

5.13. We have carefully reviewed the rules relating to the conduct of Government servants in the State services and the suggestions made by the Santhanam Committee in this regard in relation to Government servants in the Central Services. The Conduct Rules relating to State Government servants have recently been revised. We consider that no change is called for in respect of them. It is enough if they are enforced strictly.

5.14. We recommend that Conduct Rules similar to the ones applicable to Government servants may be made applicable to employees of autonomous bodies like Municipal Corporations, Public Sector Undertakings, *etc.*

5.15. There are one or two things which are giving great scope for corrupt practices. One of these, relates to grant of licences, permits and the like. The Santhanam Committee has gone into these items in great detail and has made some concrete recommendations in this direction. After indicating how corruption in this branch of Government's activities arises that Committee recommended among other things that—

“(i) The duties of receipt and despatch in the Routine and Issue Section should be assigned to clerks of proved honesty to be specified by name, so that those responsible for receipt and despatch of applications/licences may be clearly fixed. A Controller should supervise the work of these clerks and he should be responsible for the proper receipt and despatch of applications/licences.

(ii) Action for the issue of certificates/licences should be taken in order of priority of receipt of the applications and exceptions should not be allowed except under the express orders of a responsible officer.

(iii) Time-schedules may be laid down for dealing with applications for import licences and if at any stage the file is held up for a longer period than laid down in the schedule the officer concerned should send it to the next higher officer with his explanation for delay.

(iv) Whenever any application is received from a new party the particulars or copies of documents furnished by them with their applications should invariably be verified and the existence or otherwise of those parties should be established before the issue of certificate/licence. A certificate to this effect should be furnished on the file.

(v) All Licences/Quota Certificates received back from parties for revaluation, amendment, etc., should be dealt with by an Assistant Controller of proved honesty and integrity.

(vi) A random check of applications for licences and licences issued should be made through the Delhi Special Police Establishment.

(vii) A Special Officer of a suitable rank should be posted in each of the Licensing Offices so that any person with a complaint or difficulty may approach this officer for redress."

We fully agree with these recommendations and suggest that they may be adopted with suitable modifications so far as the grant of licences, permits and the like are concerned in regard to State matters. Another connected matter is the one relating to the grant of quotas for scarce materials like stainless steel plates etc., and grant of utilisation certificates by officers in this regard. It was represented to us that officers were granting utilisation certificates without proper verification. We suggest that proper investigations should be made into the conduct of officials who issue such certificates and that the Anti-Corruption Department should obtain particulars of such certificates from time to time and verify if the grant was *bona fide*. To enable the Department to efficiently discharge its functions in this direction, the assistance of a senior and competent officer from the Industries Department may also be given to this Bureau.

5.16. In the matter of subscriptions to various loans floated by the State Government and public sector undertakings, the system of collection on the basis of commission or premium, which is now being followed is giving scope to corruption and we feel that it should be stopped, as a portion of such collection might be misappropriated in the absence of accounts for the collections. It was explained to us that instructions had been given that receipts should be given for collections made towards the premium. In spite of the instructions, it is represented that receipts are not being given and even where they are given, there is no check whatever over the issue of receipts. There is a moral issue also involved in this. Government servants who are entrusted with this work are asking poorer classes

to pay some premium so that a rich man or a Bank could subscribe towards a Government loan and get the benefit of the premium as well as the interest that accrues on the loan. People who give, lose the premium once for all. There is no doubt that such payments are made under some kind of compulsion or inducement. We strongly feel that Government servants should be altogether prohibited from resorting to such collections.

GENERAL

5.17. The Santhanam Committee has observed that ensuring absolute integrity on the part of Ministers, Members of Parliament and of Legislators in the States is an indispensable condition for the establishment of a tradition of purity in public services. It has suggested certain measures for ensuring this. That Committee indicated that the following steps should be taken:—

“(i) A Code of Conduct for Ministers including the provisions suggested by us for public servants relating to acquisition of property, acceptance of gifts and disclosure of assets and liabilities should be drawn up. This Code of Conduct should be placed before Parliament and State Legislatures. The Prime Minister and Chief Ministers should consider themselves responsible for enforcing the Code of Conduct.

(ii) Specific allegation of corruption on the part of a Minister at the Centre or a State should be promptly investigated by an agency whose findings will command respect. We recognise that irresponsible allegations cannot be taken serious note of. We, therefore, suggest that if a formal allegation is made by any 10 members of Parliament or a Legislature in writing addressed to the Prime Minister or Chief Minister, through the Speakers and Chairmen, the Prime Minister or Chief Minister should consider himself obliged, by convention, to refer the allegations for immediate investigation by a Committee as has been suggested later in this section.

This would be in addition to the responsibilities of the Prime Minister and Chief Ministers of States to take note of allegations made in the Press or which otherwise come to their notice. In respect of such allegations also the Prime Minister and the Chief Ministers should be free to refer the matter to the proposed Committee. In all

other cases the Ministers against whom the allegations are made should, as a rule, institute legal proceedings by filing a complaint for criminal defamation and the Ministers concerned should be given legitimate assistance by the Government of which they are Ministers.

In cases where the Ministers are unwilling to take legal action, the Prime Minister or the Chief Ministers of States, as the case may be, should consider themselves, obliged by convention, unless there is irrefutable proof of the integrity of the Minister concerned, to advise the President or the Governor, as the case may be, to withdraw his pleasure, which would mean the Minister will have to go out of office, unless he himself resigns.

* * * * *

It is desirable that a Code of Conduct for legislators embodying these and other principles should be framed by a Special Committee of Representatives of Parliament and the Legislatures nominated by the Speakers and Chairmen. This Code should be formally approved by resolutions of Parliament and the Legislatures and any infringement of the Code should be treated as a breach of privilege to be inquired into by the Committee of Privileges, and if a breach is established action including termination of membership may be taken. Necessary sanctions for enforcing the Code of Conduct should also be brought into existence."

We cannot do better than suggest the acceptance of those recommendations.

CHAPTER VI

PUBLIC RELATIONS.

Public Relations cover all aspects of the relationship between the State and the people, and are necessarily an important feature of administration. Public relations assume great significance and importance in a community which has based its system of Government on the ideals of democracy and a welfare state.

6.2. The objectives of public relations may be defined as follows:—

(1) Informing the people regarding the objectives, policies and programmes of the State Government;

(2) Ensuring that in all matters in which the citizens have to approach any of the agencies of the State for relief, they are adequately received and attended to;

(3) Educating the people regarding their rights, responsibilities and duties and developing in the citizens a sense of civic and social responsibility;

(4) Making adequate arrangements for the examination of suggestions or complaints made and grievances expressed by the people in relation to the functioning of the administration;

(5) Conveying to Government, public reactions to policies and programmes formulated by the Government.

6.3. The previous Administrative Reforms Committee went into this question and made a number of recommendations most of which were accepted by the Government. Though the Government have issued directions for implementing all the recommendations of the previous Administrative Reforms Committee, in actual practice for one reason or the other, the implementation does not appear to have been done properly with the result that the public relations work is not adequate, particularly at the field level.

6.4. The Public Relations work is in charge of a Director who works under the Chief Secretary and who is also given ex-officio status as Deputy Secretary to Government. Though there are quite a good number of officers at Headquarters in charge of various items of work, the present field organisation appears to be not satisfactory. There is one

District Public Relations Officer at the district level to attend to public relations work. What he is doing at present appears to be only publicity work and not public relations work. He has no representative either at the Taluk level or at the village level. The coverage at the rural level is very inadequate and highly inefficient and this is the level at which a lot of public relations work is necessary. Nothing worth the name appears to have been done in the matter of educating the people living in the large number of villages, regarding their rights, responsibilities and duties and developing in them a sense of civic and social responsibility. We feel that the present dissatisfaction felt by the people, is largely due to inadequate public relations. In our opinion, the present District Officer does not appear to be competent to discharge the responsibilities expected of him. In most cases he is a raw graduate recruited from the open market (outside Public Service Commission) given some training and sent to a district. In other cases he is an officer promoted from some non-gazetted status in the department. An officer of this status and experience can hardly discharge the responsibilities of public relations which needs a detailed and intimate knowledge of the difficulties of the large number of illiterate people of this country, the various measures that are being undertaken by Government from time to time to improve their condition. Nobody at the Taluk, Block or the village level recognises this officer or is inclined to co-operate with him in his activities as he is practically a stranger to them. A Public Relations Officer should have a fair knowledge of the system of functioning of the Government Departments at various levels and some experience in actually administering some departments of Government, to be of any use to the villagers. At the same time his personality should carry adequate weight with the other District Officers so that any genuine grievance brought to light by him receives prompt attention at the hands of these officers. He should be in a position to be received by the District Collector and the Chairman of Zilla Parishad frequently so that the reactions of the general public to the various policies and schemes of Government may be conveyed to them. Today, the villagers have a feeling that the well intentioned schemes of Government are intended only for the favoured few. Unsocial elements are taking advantage of this situation and exploiting the weaker sections. A Public Relations

Officer should have competence to conduct public meetings in the rural areas and explain to the people how the policies of Government are intended to improve their lot. He should also be in a position to explain to the people the limitations of the Government and their difficulty in doing more for the good of the people. Unless the people are able to fully appreciate the objectives behind Government policies and programmes, these are not likely to have the desired measure of impact. A Public Relations Officer should know the difficulties of the people and relay to Government why schemes intended for their welfare are not giving the maximum results. He should be in a position to appreciate the defects in the existing systems under which the benefits from the plan programmes are not reaching the weaker sections of the community, in spite of all that is being done at Government level. He should come up with suitable proposals for seeing that plan schemes benefit the weaker sections. He should be in a position to closely notice the working of the various district functionaries and bring to the Collector's notice or to the notice of the Chairman, Zilla Parishad, the shortcomings noticed by him, so that they could take suitable action to set matters right. He should also have adequate status to visit various district offices such as the District Agricultural Officer, District Forest Officer *etc.*, and satisfy himself that the public relations work in those offices is being carried out efficiently. He should act more or less as a technical adviser to the other departments of Government and thereby assist them in organising their own public relations. It would appear that a senior officer drawn from the Andhra Pradesh Civil Service (Deputy Collector) who has put in some service and gained adequate experience in the Revenue and Panchayati Raj Departments and who has aptitude for this type of work will be more suitable for a job of this nature than a raw graduate. An officer of this status is likely to command the confidence and obtain co-operation from Panchayat-dars Directors of co-operative institutions *etc.*, who have much to do with the well being of the villagers. We recommend that recruitment of Public Relations Officers should, in future, be restricted to members of the Andhra Pradesh Civil Service. The existing incumbents may be given some suitable refresher training to enable them to discharge the functions indicated above more satisfactorily.

6.5. The reform in this direction recommended by the previous Administrative Reforms Committee and accepted by Government has to be properly implemented at all levels even if this involves some additional cost to Government.

6.6. In view of the forming of the Public Relations Cell and Vigilance Cell in the set up recommended for the Departments of the Secretariat, we do not consider it necessary to have any separate organisation for public relations in the Secretariat. We have explained the functions of the Public Relations Cell in the Administrative Wing of the Secretariat. These cells, will look after Public Relations work in the Secretariat and through it in the other offices down the line.

6.7. There is no system or agency at present which can give information to the public on various matters of interest. If there is such an organisation and if it functions well, a majority of the public grievances also will be reduced to a great extent. Recently the Government postponed the collection of Taccavi Arrears in parts of Rayalaseema districts on account of adverse seasonal conditions. We are informed that most of the ryots did not know this at all and had paid their dues. Apart from the help intended by Government not reaching the ryots in time, this might give scope for misappropriating the revenue collected. We recommend that Government orders in such cases and all other important matters may be sent direct to the village panchayats concerned for being given publicity and that the information may also be published in the local newspapers and broadcast in the Radio programmes intended for the villagers, so that the people, may fully avail themselves of the benefits. In this connection, we may stress the need to explain all the new laws, procedures, etc., to the people in lay man's language, so that the people can easily understand them. As there is no machinery for the Information and Public Relations work at the taluk level and below, for the above purpose, we recommend that the services of Panchayati Raj institutions, the extension officers, the Social Education Organisers, etc., should be utilised to the full extent for this purpose.

Andhra Pradesh Journal:

6.8. The Department of Information and Public Relations is publishing a monthly Journal in English and

in the regional languages. We suggest that the articles published in it particularly the editions issued in the regional languages should be more informative than what they are at present. Important policy decisions taken by Government affecting sections of the public, such as grant of remissions of land revenue or suspension of collection of Taccavi loans over large parts of the State on account of adverse seasonal conditions, should be published in the Journal. The Departments of Government should also make use of this journal for publishing matters which affect the public at large.

Public complaints and grievances:

6.9. A number of measures have already been devised to ensure that in the sphere of administrative action, the public have avenues open for getting their grievances redressed. The senior officers hear representations from the public regarding the wrong actions, if any, taken by their subordinate officers. All touring officers have instructions to look into local complaints or grievances and wherever possible redress them then and there. All public officers have been directed to devote some time for the hearing of representations. Appeals and revisions have been provided in the various Acts and Rules for redressing grievances. So far as revenue matters are concerned, the annual Jamabandi affords an excellent opportunity for redressal of general and individual grievances. Government have time and again emphasised the need for all Government servants to be receptive to public grievances and take prompt and adequate action to remove them. However, in spite of all these arrangements, there is still a feeling particularly among the poor and weaker sections of the community that only a few persons have access to the officers and that they only, get their grievances redressed. It is true that the ordinary humble citizen is incapable of asserting his rights. Further, there is also a feeling that most of the grievances arise as a result of the interference of some powerful personality with the administrative machinery. This tends to a sense of frustration among the large sections of the public. At present, there is no separate machinery as such, for redressal of public grievances. We have indicated in the Chapter dealing with the administrative set-up, that there should be a Cell in each department to deal with public grievances and complaints. This internal Cell, does not however,

create public confidence as for all appearances and purposes, it is part and parcel of the same machinery against which a grievance has arisen. In order to inspire confidence in the citizens and a sense of fairness in the minds of the administrators, the establishment of an institutional frame work for investigation and redress of public grievances, in our opinion, is necessary, and this institution should function independently. Government have recently constituted a Vigilance Commission for the State and we recommend that this institution should be utilised also for the purpose of redressing public grievances. We feel that the powers and duties of the Vigilance Commissioner should be extended to cover the redressal of public grievances. It should be open to him, and to those working under him and authorised by him to visit any office of Government including the Secretariat and look into any file. It may be argued that the complaints and grievances will be too many to be attended to effectively. We do not believe it to be so. The very fact that an independent body like the Vigilance Commission is likely to look into things and bring to the notice of Government any unfairness on the part of an official is likely to tone up the administration. The Vigilance Commissioner, should if necessary, be given adequate assistance to enable him to effectively deal with this work. He may, for example, have the assistance of senior officers drawn from various departments.

6.10. On the recommendation of the Administrative Reforms Committee, 1960, Government directed that there should be receptionist in the offices of the Heads of Departments and Collectors but this order does not appear to have been properly implemented as revealed by the evidence before us. Receptionists have not been appointed in many cases, because Government did not sanction the additional staff required. We feel that it is important to have Receptionist in all important offices and that the orders of Government should be implemented adequately; where necessary, the additional staff has to be sanctioned.

6.11. Regarding the furnishing of information to the public and answering their enquires, it is suggested that Reception Officers contemplated in important offices that have dealings with the public on a large scale, should furnish information required by the public and also answer their enquiries. The greatest complaint to-day is that nothing is heard from a Government office for months to-

gether inspite of reminders. The receipt of neither the original reference nor the reminder is acknowledged. This irritates the public, affects adversely public relations and brings down the reputation of Government as a whole. In Government Memo. No. 1826/60-26, General Administration (O. & M.-A), Department, dated 24th January 1962, Government directed that petitions, *etc.*, received from the public should be acknowledged. The evidence received by the Committee reveals that the instructions are not being implemented. The reason appears to be indifference on the part of the subordinate officers and the failure of Inspecting Officers to follow up and see if the instructions are implemented and take steps to enforce the implementation. Failure to implement orders passed by Government brings the administration into contempt, besides depriving the benefits of the scheme to the public. We suggest that Government should reiterate these instructions and enforce their implementation. We recommend that Government should also issue instructions to all their officers that any information that is required by a citizen for a bona-fide purpose should be furnished to him, unless it is of a confidential nature in which case, the applicant should be informed that the information is of a confidential nature and that therefore, it cannot be furnished. In big offices where Receptionists exist, it should be their job to attend to this and where Receptionists do not exist, the regular staff dealing with the subject should attend to this work. Officers who fail to comply with these instructions should be made to realise that it may involve in disciplinary action being taken against them.

CHAPTER VII

SUMMARY OF RECOMMENDATIONS.

ADMINISTRATIVE MACHINERY SECRETARIAT

Set up:

1. In regard to each activity, there should be some one in the hierarchy who is responsible for the overall performance of all those who are in the hierarchy, and who could be called upon to account for the result. (Para. 2.22).

The Secretary to Government, who functions at the topmost level under the Minister, must shoulder this overall responsibility. He should not be content with taking or obtaining decisions on such matters as are sent up to him by the concerned Head of Department, but also involve himself in close watch over the processes of implementation, evaluation, and vigilance as well as public relations connected with matters dealt with in the departments under his charge. (Para 2.25).

Only the senior most and selected officers should be appointed to the posts of Secretaries to Government. (Para 2.26).

2. The Head of each important Department should be given an appropriate *ex-officio* Secretariat status. (Para 2.25).

The conferment of the *ex-officio* status on a Head of Department should not entitle him to any enhancement of emoluments like the grant of a special pay. (Para 2.26).

3. As regards the *inter se* seniority in status and rank between the Secretary and the Head of the Department, the Secretary shall have precedence over the Head of the Department. (Para 2.26).

4. A department of the Secretariat would consist of two distinct wings, viz., the Administrative Wing and the Executive Wing, both of which will function under the over all supervision of the Secretary. The Administrative Wing will consist of a Secretariat Cell, a Finance Cell, a Vigilance Cell and a Public Relations Cell, while the offices of the concerned Heads of Departments would form the Executive Wing. The Heads of Departments, who have been given *ex-officio* Secretariat status, will not correspond with the Government by addressing letters to the concerned Secretary as is being done now but will send the

files containing their proposals for approval to the Secretariat with a fully referenced detailed note and the relevant papers. Only an officer of the Secretariat will deal with the file. Issue of formal orders will be issued under the signature of the Head of Department as *ex-officio* Secretariat Officer, copies of the order being sent to the Secretariat Cell and the Finance Cell as may be necessary. The closed files will also be kept in the Office of the Heads of Departments. (Para 2.27).

5. Finance Cell should be a compact unit led by a Financial Adviser of the status of Joint Secretary, or Deputy Secretary or Assistant Secretary and adequate other staff, depending on the size of the budget of the department and the kind of financial problems involved in its day to day work. (Para 2.28).

The annual confidential reports of the personnel in the Cell will be submitted by the head of the Finance Cell to the Finance Secretary/Minister through the Secretary of the administrative department to which they are attached, the latter being entitled to record his views on the individual performances of the officers concerned, including the head of the Finance Cell himself. (Para 2.28).

This Finance Cell should also be in charge of the Accounts Branches functioning in the offices of the Heads of Departments. (Para 2.28).

6. Except in matters where budget provision has not been made or matters where the budget provision has been made without proper scrutiny, which fact the Finance Department should indicate when accepting the budget proposals, the Secretary's decision should be final—withstanding objections, if any, raised by the Finance Cell. (Para 2.29).

7. The Secretariat Cell of a Department should be much smaller than the present Secretariat Department. (Para 2.31).

8. The Vigilance Cell should not only watch over the integrity and propriety of the behaviour of the officers employed in the Department but also help in bringing to the notice of the Secretary cases where delay and injustice occurs in dealing with individual Government employees, thereby improving the general tone of the administration as a whole. (Para 2.32).

9. The Public Relations Cell in a department should be charged with the special responsibility of explaining policies and Government orders to the public translating the gist of each in local language, setting out the main reasons for its acceptance by Government and pointing out to the public how they can profit by it or co-operate in its implementation. (Para 2.33).

10. Cases in which the Financial Adviser has been over-ruled may be reported by the Financial Adviser to the Finance Secretary, so that the latter can if he thinks that a serious irregularity has been committed, bring the matter to the notice of the Finance Minister and if the latter so desires, to place such cases before the Council of Ministers for its consideration and for taking corrective measures. (Para 2.37).

11. Persons of at least senior Deputy Secretary's status should be posted as Financial Advisers to head Finance Cells. (Para 2.38).

12. Considerable powers, both technical and financial, should be delegated to the officers lower in rank to that of the Head of Department himself, so that the proposals emanating from the office of Head of Department should not necessarily have to pass to the Secretariat through the Head of Department himself. (Para 2.39).

Each proposal should be fully considered in the office of the Head of Department at appropriate level, before a reference is made to the Secretariat Cell, etc. (Para 2.42).

13. Examination of cases in the Secretariat should be done only at or above the level of Assistant Secretaries. In the Secretariat, there should be no sections at all on the pattern existing now in many of the Departments and the Assistant Secretary should form the base, with the assistance of a Stenographer and one or two Assistants merely to put up files without noting and to prepare other purely clerical work. (Para 2.44).

The strength of the Assistant Secretaries may therefore have to be doubled, and correspondingly, quite a number of Superintendents and Assistants will not be necessary. (Para 2.46).

14. It is necessary to start with to give Secretariat status only to those who are doing important work and

spending large amounts particularly on work connected with development activities. In respect of these the files move in original to the Secretariat from the office of the Head of Department.

In respect of some others, Secretariat status is not necessary but in their cases also the files will move from the office of Head of Department to the Secretariat after the system has been worked for some time in respect of the offices indicated above. For the present correspondence by letter as at present will continue in their case. Correspondence with Secretariat will however, continue to be by letter only in the case of certain Heads of Departments like Secretary, Public Service Commission and the Registrar, High Court. (Para 2.48).

15. It would be necessary to locate the offices of the Secretariat and the offices of the Heads of Departments concerned close to each other so that the easy movement of files and personal discussion may be facilitated between the Secretariat and the Head of Department.

Non-availability of accommodation for all the Heads of Departments in the same building as the concerned department of the Secretariat, need not stand in the way of the implementation of the recommendation in respect of the new set-up. Whenever the construction of new buildings for the Secretariat is taken up, Government should keep in mind the need for locating the Secretariat and the Heads of Departments concerned at one place. (Para 2.50).

16. The changes recommended in respect of set up should be introduced simultaneously in all the Departments of Government for which it is recommended, so that the officers concerned do not hanker after the return of the old order. (Para 2.51).

Regrouping of Departments of Secretariat :

17. The subject "Hindu Religious and Charitable Endowments" should be transferred to the Revenue Department from Home Department. (Para 2.53).

18. The recommendation of the previous Administrative Reforms Committee to bifurcate the Public Works Department at the Secretariat level need not be pursued further. (Para 2.54).

19. The transfer of 'Transport' from Home to Public Works Department, recommended by the previous Reforms Committee, need not be implemented and it should be retained in Home Department only in the interest of proper co-ordination between Transport and Police Departments. (Para 2.55).

20. Creation of separate department for Labour and Social Welfare, recommended by the previous Reforms Committee, need not be implemented, as Social Welfare should not be separated from the Education Department. (Para 2.56).

21. The subject 'Labour' should be transferred from the Home Department to the Industries Department. Vocational Training connected with Industrial Development should also be transferred to Industries Department. (Para 2.57).

22. The subjects 'Courts' and 'Administration of Justice' and all Acts not specifically connected with any other department should be transferred from Home to Law Department. The subject 'Jails' which is closely connected with 'Courts' should also be transferred to Law Department, which should then be called the "Law and Judicial Department" (Para 2.58).

23. The Municipal Administration and Panchayati Raj Departments should be combined into one Department at the Secretariat level. The new Department may be called "Panchayati Raj and Municipal Administration Department". After the transfer of Municipal Administration from the Health, Housing and Municipal Administration Department, the residuary Department may be designated as 'Medical and Public Health Department'—Housing being part of Public Health work. (Para 2.59).

24. A senior officer of the rank of Additional/Joint Secretary should be placed in charge of Organisation and Methods work in the General Administration Department and he should be entrusted with the work connected with the follow-up action on the decisions of the Council of Ministers and assist the Chief Secretary in that regard. (Para 2.61)

Interchange of Secretariat and Field Officers:

25. More and more officers should be drawn to the Secretariat from the field staff. A systematic arrangement should be made under which Secretariat Officers in the concerned Departments are regularly exchanged with field officers. Every attempt should be made to ensure that officers in charge of administration in the technical departments and the officers in the Secretariat have opportunities to exchange their places, every five years or so. (Para 2.62).

Financial Scrutiny of Departmental proposals:

26. The Head of the Department and his staff should bestow more attention on matters connected with the preparation of Budget, the Revised Estimates and reconciliation of Departmental and Accountant-General's figures. Officers found persistently indifferent to such important matters should be dealt with suitably even though their seniority or technical competence may be high. (Paras 2.64 and 2.65).

HEADS OF DEPARTMENTS

27. The Heads of Departments should have conferred upon them the maximum amount of delegated authority.

The Heads of Departments in their turn should delegate as much power as is necessary to their own subordinates and in particular to officers working right out in the field.

The Secretaries to Government should pay special attention to this matter so that any tendency on the part of a Head of Department to hold on to delegated powers without delegation to subordinate officers is nipped in the bud. (Para 2.67).

It should be the responsibility of the Head of Department to evaluate from time to time the achievements of his department. (Para 2.67).

28. The number of Heads of Departments should be reduced to about sixty, by grouping two or three departments into one. (Para 2.68).

29. There is no need to give further deputies to the Heads of Departments in addition to those they are already having. The Heads of Departments should however, be personally relieved of routine matters by delegating such higher powers to officers at lower levels in the department. (Para 2.71).

Board of Revenue :

30. The Board system of administration as it exists to-day, may be given up and the functions which the Board of Revenue is discharging should be entrusted to Heads of Departments to be constituted in place of the Board. (Para 2.75).

Two of these newly constituted Heads of Departments, should be constituted as Members of the Board of Revenue for the purpose of discharging statutory functions which the Board alone should do, until the statutes are suitably amended. (Para 2.76).

Each of the Commissioners including the Commissioner, Civil Supplies, may take up the inspection of Collector's Offices according to a programme to be fixed in advance at the beginning of each year by the Government in Revenue Department. (Para 2.77).

Director of Panchayati Raj :

31. A separate Head of Department should be created for being in charge of work connected with Panchayati Raj and a senior officer should be appointed to this post. The functional officers such as the Director of Youth Programmes, Director of Inservice Training, etc., should work under him. (Para 2.80).

Transport Department :

32. The Regional Authority should comprise only one Officer, viz., the Collector of the District and the State Transport Authority also should comprise only one officer, viz., Transport Commissioner. Appeals against the decisions of these authorities in respect of licences for bus routes, etc., should be to a Tribunal presided over by an officer of the rank of a District and Sessions Judge. (Para 2.81).

Central Stores and Industrial Marketing :

33. The purchase of certain categories of equipment and machinery should be left to the Departments themselves. A Committee consisting of Secretaries to Government in the Industries, Finance and the concerned departments and the Head of the Department concerned should review the list of items which could be excluded from central purchase at the beginning of each year.

Items peculiar to a department in respect of which no special advantages accrue from central purchase, or items which are purchased in small quantities or in respect of which there is no special expertise in the Director, Stores Purchase and Industrial Marketing to help secure an advantage for Government, should be allowed to be purchased by the departments concerned. (Para 2.88).

34. As the bulk of the purchase by the Central Stores Purchase Department relates to articles of stationery, it will be advantageous to entrust the department to the Director of Printing and Stationery, as he himself is the biggest consumer. (Para 2.89).

35. If there are no serious difficulties in the way, the Medical and Public Health Departments should be combined into one Directorate. (Para 2.91).

REGIONAL LEVEL OFFICERS

36. The Regional Officers should not confine their attention merely to supervision and direction. They should be vested with substantial powers, so that they might be able not only to give relief to the Heads of Departments but also take final decisions at a level nearer to the people of the region. (Para 2.92).

DISTRICT LEVEL ADMINISTRATION.

37. All the District Officers concerned with the development activities should function under the administrative control of the Zilla Parishad. (Para 2.99).

38. A separate officer in the senior I.A.S. scale should be appointed as Chief Executive Officer in each Zilla Parishad for effectively co-ordinating the work of development departments at the district level. (Para 2.99).

39. All transfers of personnel under units of Local Administration should become the exclusive responsibility of the Chief Executive Officer in future and the elected representatives should not have anything connected with such transfers. (Para 2.101).

TALUK LEVEL ADMINISTRATION.

40. Effort should be made to see that the boundary of a Block is co-terminous with that of a revenue taluk. (Para 2.102).

41. Each Tahsildar should be provided with a Jeep as early as possible. (Para 2.103).

42. Block Development Officers drawn from the Revenue Department are generally found more useful than those taken from the technical departments. While the present set of officers may continue, as and when they are replaced, officers from the Revenue Department should be taken. (Para 2.104).

43. The Extension Officers should be placed under full control of the Block Development Officer. (Para 2.104).

VILLAGE LEVEL ADMINISTRATION.

44. It would be worthwhile to spend some money in training certain number of well qualified persons for posts of Village Officers and provide them with opportunities for promotion to posts like Lower Division Clerks, Village Level Workers, Junior Co-operative Inspectors, Panchayat Executives, etc.

This would lead to a general improvement of Government administration, at a level nearest the heart of our rural population. (Para 2.106).

45. The status and pay of the Revenue Inspectors should be raised to that of the Upper Division Clerk. (Para 2.107).

46. Village Level Workers may be abolished altogether or at least future recruitment to those posts stopped.

For agricultural extension work, agricultural graduates who are likely to be surplus in the near future, may be appointed. (Para 2.108).

47. The Panchayats have been formed only recently and should be allowed to function for sometime, before any changes in their size are made. (Para 2.109).

48. In all cases where there are no executive officers, tax collection work should not be the responsibility of Panchayats and the Village Officers should be permitted to collect the taxes on payment of Commission. (Para 2.109).

49. The Panchayats particularly those in the backward areas, whose resources are poor should be given greater financial assistance than those well placed. (Para 2.109).

50. Government should instruct all the touring officers to spend a few days in their tours in villages by making night halts. (Para 2.110).

PERSONNEL ADMINISTRATION

Service Rules :

51. The integration of Service Rules for the Andhra and Telengana personnel should be expedited following uniform principles in the matter of such integration. (Para 3.2).

Recruitment :

52. A critical examination should be made of the need to exclude posts from the purview of the Public Service Commission with the object of excluding as few posts as possible from the Commission's purview. (Para 3.3).

53. As far as possible, selections may be made on the basis of a written test (and *viva voce* test where necessary), which will give an impression of fair selection to all concerned. (Para 3.5).

54. A Staff Selection Board should be constituted for the purpose of selecting the personnel required for Panchayati Raj Institutions on the basis of written test or *viva voce* test where written test is not possible or necessary, and candidates for each district selected. The Chief Executive Officer of the Zilla Parishad may allot candidates for each Unit of Local Administration. This Board may select candidates for Municipal Councils also. (Para 3.6).

Direct Recruitment :

55. Direct recruitment to the first Gazetted posts should be to the extent of forty per cent of permanent vacancies in all departments of Government and the persons in lower ranks already in service should also be allowed to compete for this direct recruitment provided they have the prescribed qualifications for direct recruitment—a certain relaxation regarding age being given to them.

Direct recruitment to certain categories of posts where prospects of promotion for personnel working in subordinate services is very limited, is not however, necessary, e.g. Post of Headmaster of a High School in the Education Department. (Para 3.7).

56. There need not be direct recruitment to the posts of Deputy Tahsildars. Instead, forty per cent of the posts of Tahsildars should be filled by direct recruitment. (Para 3.7).

Promotion :

57. Promotion should be by merit and steps should be taken to judge merit properly. (Para 3.8).

58. Promotion should not depend on the judgment of a single officer. Instead, Promotion Committees should be constituted for selecting persons suitable for promotion. (Para 3.8).

Confidential Reports :

59. All the remarks entered in the confidential reports of the Government servants about his work and conduct—good as well as bad should be communicated to the individual concerned by the reviewing authority, if there is one, along with his remarks and by the reporting authority, if there is no reviewing authority. (Para 3.11).

60. Instructions should be issued to all officers that vague and indefinite remarks should not be written against the column relating to integrity. Remarks should be made after due enquiries and the officer making adverse entries against this item should indicate the action taken or proposed to be taken by him in the matter. (Para 3.12).

Training :

61. There should be institutional training for a period of three months—two months out of which should be for theoretical training and one month for practical training attached to offices. This period should be counted towards probation. A satisfactory completion of the course of training should be necessary for completion of probation. (Para 3.15).

62. It is necessary to organise refresher courses of training at periodical intervals, to enable the officials both gazetted and non-gazetted services—to exchange ideas and to keep abreast of upto-date trends in organisations, methods and procedures. The Organisation and Methods Division in the Secretariat should arrange these courses of training. (Para 3.16).

63. All the Gazetted Officers recruited direct should have a common institutional training for a period of three months, in addition to the practical training which they are now having. (Para 3.17).

Transfers:

64. Power to transfer district level officers should be delegated to the Heads of Departments and the transfers of All-India Services personnel, the Regional Level Officers and the Heads of Departments alone should come to the Government. (Para 3.20).

Service Registers:

65. A duplicate copy of the Service Register should be maintained and kept with the Government servant concerned and entries therein should also be attested by the concerned officer along with those in the original register.

It should also be considered authentic for purposes of settling such claims of the Government servant as may arise from time to time. (Para 3.22).

66. Not only the pension due to an officer but his other dues, e.g., gratuity, etc., should also be settled in good time before the date of retirement and paid to him immediately on retirement. (Para 3.23).

Medical concessions:

67. All drugs and medicines likely to be required should be stocked in adequate quantities in Government Hospitals to serve the needs of all those entitled to free medical aid. Where drugs and medicines are not available, the procedure at present being followed for reimbursement of expenses may continue to be followed. (Para 3.24).

Age of Retirement:

68. It would be in the interest of the State to retain officers in service beyond the age of 55 if they are fit and suitable. The age of retirement may be raised to 58, Government retaining the right to retire an Officer at the age of 55 or any time thereafter. (Para 3.25).

Tours—Travelling Allowance and Daily Allowance:

69. The number of grades now classified for purposes of Travelling and Daily Allowances should be reduced and the rates of daily allowance admissible should be enhanced particularly to the last three grades with a minimum of Rs. 2 for the last grade personnel. (Para 3.27).

70. In all important Inspection Bungalows, there should be provision for a cook and he should have instructions and facilities for supplying food on payment. The rates at which food should be supplied may also be indicated. (Para 3.28).

Leave and Leave Salary:

71. To avoid delays in the grant of leave, and sanction of leave salary, there should be delegation of larger powers. (Para 3.29).

72. The Government servants should be permitted to encash as much leave as they would like to avail themselves of. Encashment of leave should apply only in the case of earned leave but not to other kinds of leave. (Para-3.30).

Disciplinary Proceedings:

73. There should be liberal delegations to the Heads of Departments in the matter of powers to impose penalties on subordinate staff.

The Committees that are being constituted in connection with the question of delegation of powers may go into this issue in detail and recommend necessary further delegations to be made in this regard. (Para 3.31).

74. Disciplinary cases should be treated on a priority basis at all stages and disposed of within one year. (Para 3.32).

ADMINISTRATIVE PROCEDURES

75. A Petition Register may be maintained in each office where the Tottenham System is in vogue, on the lines of the Inward Register and each petition, complaint or application received from the public be numbered in it before it is distributed to the sections. (Para 4.2).

76. At the same time as the petition, *etc.*, is entered in the Petition Register, an endorsement on a card acknowledging the receipt of the petition, *etc.*, should be issued. This endorsement should also contain the number given to the petition in the Register. (Para 4.2).

77. Inspecting Officers should particularly scrutinise the Petition Register to see if the petitions, *etc.*, were disposed of promptly. (Para 4.2).

78. Unless the petitions presented to the Ministers disclose anything new which was not considered before, they should be lodged simply. (Para 4.3).

Where petitions are presented in respect of matters, the disposal of which is within the competence of subordinate officers, they should be straightaway forwarded to the authority competent to dispose of it and no report should be called for in such cases. In such cases, an endorsement will have to be sent to the party straightaway, informing him of the position, while sending the petition to a subordinate officer for disposal. (Para 4.3).

79. Whenever an application or petition is rejected, the order communicated to the party should indicate briefly the reasons for so doing, so that the parties may know why that particular action is taken, unless the grounds for rejection are such as could not be revealed in public interest. (Para 4.3).

80. The Organisation and Methods Division functioning in the Secretariat should occasionally take up inspection work of outside offices. Besides this, no separate and independent organisation for the inspection of Government Offices is necessary. (Para 4.4).

81. In addition to the normal annual inspection of offices at district level and below by the next superior officer, officer higher in the hierarchy to that of immediate superior officer should also inspect those offices once in a period of about five years. The cycle of such inspection may be different for different departments depending of the number of offices to be inspected. (Para 4.5).

82. If the Personal Registers are carefully checked by all those whose duty it is to do so, it should be possible to detect and to avoid delays. The head of the office should himself check Personal Registers by surprise now and then. (Para 4.7).

83. Disposal should be speeded up, if for instance, there is a rule, of having a day once in a month on which all files that have been pending in inter-departmental references, for over 15 days, were brought before a joint meeting of the Secretaries, discussed and agreed upon. More problems may have to be resolved in future by personal discussion than by resort to paper work though paper work cannot be avoided altogether. (Para 4.9).

84. Superior Officers and those who conduct inspections should particularly see if objections or calls for further information is being made piecemeal and take steps to avoid such piecemeal references. (Para 4.10).

85. The existing limit of five days allowed for initiating action in a case may be reduced to three days. There may be cases which require detailed and careful study and which therefore cannot be put up within three days. In such cases, the dealing Assistant should apply for time and the time applied for will have to be given freely. (Para 4.11).

86. If on any appeal or petition presented by a Government servant, action is not taken by the authority concerned to dispose of the matter within six months of its receipt, the applicant concerned should be allowed to send the petition or appeal to the higher authority direct and such higher authority should dispose of the petition or appeal and pass final orders within three months of the receipt of the petition by him.

The statutory or other rules relating to disposal of petitions *etc.*, should be amended so as to incorporate the above recommendation of fixing the time limits of six and three months for the disposal of appeals and petitions.

General instructions should be issued that appeals and representations should be dealt with on priority basis at all levels. (Para 4.12).

87. There should be maximum time limit fixed for the disposal of various kinds of petitions submitted by the general public and such petitions should ordinarily be disposed of within the time fixed.

The Standing Administrative Reforms Committee should examine the types of petitions, applications, *etc.*, received ordinarily in each department and fix maximum

time limits for the disposal of those petitions. It will be the duty of Inspecting Officer to review how far the time limits fixed have been observed at the time of conducting inspections. (Para 4.12).

Meetings and Conferences:

88. The number of meetings of the Committees, Conferences and Seminars should be reduced as far as possible to facilitate the Heads of Departments to concentrate on important field work.

If any of the Conferences or meetings are not considered important, the Heads of Departments should be permitted to send their deputies to attend those Conferences etc.

As far as possible, all such conferences may be held between the 1st and 5th of the month when usually all the officers would be at headquarters. (Para 4.13).

Administration Reports:

89. The publication of Annual Administration Reports should be revived in respect of all the Departments. The Government may also see that those reports are published soon after the year is over and are not delayed. (Para 4.15).

Reference Books:

90. All important reference books may be supplied to all the sections and one of the clerks of each Section should be made responsible for correcting the reference books as and when amendments are issued.

As and when any new section is created, a complete set of reference books should be supplied to it.

Similar supply of reference books should also be made to all the officers.

Stenographers attached to the officers should be made responsible for correcting the books with the officers. (Para 4.16).

Office equipment:

91. Modern devices like telephones, etc., should be sanctioned liberally to all offices. (Para 4.17).

Departmental Manuals :

92. The Government should direct the Heads of Departments to finalise the work relating to the revision of the departmental Manuals and Codes within a prescribed time limit, by sanctioning the additional staff where necessary. (Para 4.21).

93. The Manuals and Codes may be revised and re-issued at specified periodical intervals say about 10 years.

It should be the duty of each Head of Department concerned to take up the work relating to revision about a year in advance of the due date and complete it in time.

So as not to impose too heavy a burden on the Printing Department at one time, the work of revision may be staggered so as to see that in each year the Manuals of some specified departments are revised.

The Standing Administrative Reforms Committee may examine the state of affairs existing now and draw up a programme for revision and re-issue of the Manuals and Codes over a period. It will be the duty of the Head of the Department to make all necessary arrangements, e.g., budget provision for additional expenditure for undertaking the revision when it falls due. (Para 4.22).

94. Each department should in addition to preparing a comprehensive departmental Manual, also prepare a small pamphlet containing only matters of interest to the general public.

Such books should be available for sale at all Tahsil offices and Information Centres run by the Director of Information and Public Relations and with the Receptionist in the office of the Department concerned so that the public may purchase them easily. These should also be revised periodically whenever the Manuals are revised. (Para 4.23).

Delegation and Decentralisation :

95. Government should examine the question of delegation of powers very seriously and insist that officers in higher positions part with adequate powers to those in lower echelons. Departments of Government should decentralise their functions as extensively as possible to

sister departments, so that the practice of inter-departmental consultation is reduced to a minimum. (Para 4.25).

96. The Committees which have been appointed in each department to go into the matter of devolution of financial, administrative and executive powers, should examine each matter with reference to the following questions:—

“Why can't it be disposed of at Head of Department's level?

What contribution is the Secretariat likely to make?

If some economy is likely to be affected by a reference to the Secretariat, is the economy worth it in comparison with the delay involved?

If the Minister and the Secretary have to be kept informed, is not there a simpler and quicker way of doing so than a formal reference and consequent hold up of implementation? and so on”. The same criteria should be used in deciding delegation between a Head of Department and his subordinates. (Para 4.27).

97. Considerable amount of time and effort is spent in the offices of the Heads of Departments as well as the Secretariat, on individual cases for exceptional treatment. This practice should be seriously discouraged and Government employees taught the habit of looking to Service Rules, etc., as the final word of Government. It is better to liberalise the Rules and Regulations rather than allow relaxations. (Part 4.29).

98. Co-ordination and consultation are techniques which are ordinarily conducive to efficiency but in Government administration they appear to be used only for causing delay and frustration. A review of allocation of work would be well worthwhile and would save considerable time and money to all departments. (Para 4.30).

99. Each Head of Department should work out and introduce in the working of his department suitable procedures for control purposes in the form of periodical reports. Care should be taken, however, to ensure that

the reports are in terms of specific achievements and reflect not so much the energy displayed by the officer as the results obtained by him. Besides, the paper work involved should be the minimum consistent with necessary control purposes. (Para 4.32).

100. Too many procedures and restrictions should not be imposed on the delegatee. (Para 4.33).

101. Trust is a greater force for integrity than punishment. The talk of corruption and the harassment often caused to honest officers on false suspicion are eating away into the fabric of Government administration. Tendency to avoid responsibility for decisions is increasing. This is a dangerous trend and cuts at the root of effective administration. The benefit of delegation of power would be maximised and healthier administration would grow, if genuine mistakes are tolerated. (Para 4.34).

CORRUPTION

102. The Anti-Corruption Bureau should not only stay but it should be strengthened so that inquiries undertaken by it may be done quicker than at present. (Para 5.8).

103. A deterrent punishment should be imposed on those responsible for delays, particularly in certain types of cases, e.g., grant of licences, permits, quotas, disposal of financial claims, etc. (Para 5.8).

104. The desirability of creating an independent cadre of officers for the Anti-Corruption Department in due course and training them suitably for the work of the Bureau should be considered by Government. In the meanwhile, the present arrangement of taking the investigating staff from the Police Department may continue. (Para 5.9).

105. The powers of the Vigilance Commissioner should be enlarged so that he may have authority to investigate into all cases of irregularities, delays, improprieties alleged against public servants and not merely complaints of corruption. His powers should be enlarged so as to give him authority to enquire into complaints of corruption against elected representatives in charge of institutions that are receiving Government grants or loans in any shape. (Para 5.10).

106. There is need to simplify the procedure relating to disciplinary proceedings against Government servants. Suitable action may be taken on the lines proposed to be taken by the Government of India in this respect in regard to their servants with reference to the recommendations of Santhanam Committee. (Para 5.11).

107. A Court of Discipline presided over by one or two functionaries of the status of a Judge of a High Court should be constituted in replacement of the present Tribunal for Disciplinary Proceedings for trying the cases against Government servants. The decision of this Court should be given effect to by the Government without any further examination or without giving any further opportunity to the officer to make representations in regard to the merits of the case or in regard to the punishment. This change should be adopted after examination of the legal implications. (Para 5.12).

108. The Conduct Rules similar to the ones applicable to Government servants may be made applicable to employees of autonomous bodies like Municipal Corporations, Public Sector Undertakings etc. (Para 5.14).

109. The recommendations made by the Santhanam Committee in the matter of reducing corrupt practices followed in connection with the grant of licences, permits and the like should be adopted with suitable modifications for similar purposes in regard to State matters. (Para 5.15).

110. Proper investigation should be made into the conduct of officials who issue utilisation certificates and the Anti-Corruption Department should obtain particulars of such certificates from time to time and verify if the grant was *bona fide*. To enable the Anti-Corruption Department to efficiently discharge its functions in this direction, the assistance of a senior and competent officer from the Industries Department should also be given to the Bureau. (Para 5.15).

111. The system of collection of subscriptions to various loans floated by the State Government and public sector undertakings on the basis of commission or premium should be stopped. Government servants should be altogether prohibited from resorting to such collections. (Para 5.16).

112. It is suggested that the recommendations made by the Santhanam Committee to ensure absolute integrity on the part of Ministers, Members of Parliament and of Legislatures in the State may be accepted. (Para 5.17).

PUBLIC RELATIONS

113. Recruitment to District Public Relations Officers should in future be restricted to members of Andhra Pradesh Civil Service. The existing incumbents may be given some suitable refresher training to enable them to discharge their functions more satisfactorily. (Para 6.4).

114. The reforms recommended by the previous Administrative Reforms Committee in the matter of Public Relations in all offices and accepted by Government, have to be properly implemented, even if it involves some additional cost to Government. (Para 6.5).

115. In view of the forming of the Public Relations Cell and Vigilance Cell in the set up recommended for the Departments of the Secretariat, it is not necessary to have any separate organisation for public relations in the Secretariat. (Para 6.6).

116. Government Orders affecting the public such as grant of remissions over a large tract on account of adverse seasonal conditions and all other important matters may be sent direct to the Village Panchayats concerned for being given publicity. The information may also be published in the local newspapers and broadcast in the radio programmes intended for the villagers so that the people may fully avail themselves of the benefits. (Para 6.7).

117. All the new laws, procedures, etc., should be explained to the people in the layman's language, so that the people can easily understand them. (Para 6.7).

118. As there is no machinery for the Information and Public Relations Work at the Taluk level and below, the services of Panchayati Raj institutions, the Extension Officers, the Social Education Organisers etc., should be utilised to the full extent for the purpose. (Para 6.7).

119. The articles published in the Andhra Pradesh Journal particularly in the editions issued in Regional Languages should be more informative than what they

are at present. Important policy decisions taken by Government affecting sections of the public, such as grant of remissions of land revenue, suspension of collection of taccavi loans over large parts of the State on account of adverse seasonal conditions should be published in the 'Andhra Pradesh' Journal. The Departments of Government should also make use of this journal for publishing matters, which affect the public at large. (Para 6.8).

Public complaints and grievances:

120. The institution of Vigilance Commissioner should be utilised also for the purposes of redressing public grievances. The powers and duties of the Vigilance Commissioner should be extended to cover the redressal of public grievances. The Vigilance Commissioner should, if necessary, be given adequate assistance of senior officers drawn from various departments to enable him to effectively deal with this work. (Para 6.9).

121. Reception officers contemplated in important offices that have dealings with the public on a large scale, should furnish information required by the public and also answer their enquiries. (Para 6.11).

122. Government should reiterate the instructions already issued in the matter of acknowledging the petitions, etc., received from the public and enforce their implementation. (Para 6.11).

123. Any information required by a citizen for a *bona fide* purpose should be furnished to him, unless it is of a confidential nature in which case, the applicant should be informed that the information is of a confidential nature and cannot, therefore, be furnished. In big offices, where receptionists exist, it should be his or her job to do this and where Receptionists do not exist, the regular staff dealing with the subject should attend to this work. (Para 6.11).

CHAPTER VIII

CONCLUSION

We have come to the end of the task committed to us. The report represents the unanimous decisions of the Committee on the points raised in the terms of reference. In formulating our proposals we have tried to temper the views of the public, which are necessarily somewhat general in nature, with the suggestions of the officials, who have the benefit of practical experience in the field. We have confined our attention to administrative matters only. Some of our proposals, no doubt, involve radical changes, which we consider are warranted by the state of affairs existing today. In our opinion, the changes proposed by us are necessary and urgent if delays so bitterly complained of by all are to be reduced and if the overall performance of the departments of Government is to be improved substantially. It is necessary that our proposals should be considered by Government, with some urgency. We hope that Government will implement our recommendations as quickly as possible.

8.2. In connection with the work of the Committee, the views of the Members of Legislature and the Parliament and of prominent public men were solicited. Many of them have responded to our request. The suggestions, which they offered have been valuable. We express our thanks to all of them. The Chief Secretary, the Secretaries to Government, the Heads of Departments, several other officials and Service Associations have given us useful suggestions. We thank them all.

8.3. Our thanks are due to the Secretary of the Committee, Sri N. Yaganti, on whom fell the burden of preparing the material for decisions in the Committee, processing the notes of discussions that took place in the Committee and giving shape to the report. We record our appreci-

ation of his services. We desire also to express our appreciation of the staff working under the Secretary, who have strenuously worked and have not stinted their labour or time in helping the Committee in its work.

Chairman

N. Ramachandra Reddy.

Members

S. B. P. Pattabhirama Rao.

V. B. Raju.

Tenneti Viswanatham.

Ghulam Hyder.

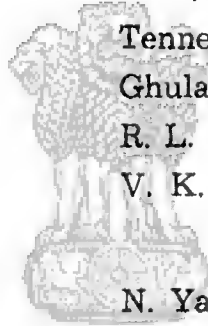
R. L. Gupta.

V. K. Rao.

Secretary

N. Yaganti

31st October, 1965,
Hyderabad.



सत्यमेव जयते

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APPENDIX I
QUESTIONNAIRE

Part A

General:

1. Do you think that any changes are called for in the present organisational set up of the administrative machinery or in the manner of its functioning at the following levels:—

(1) Secretariat

(2) Heads of Departments including Regional Offices.

(3) Field Organisation—From the District to the village level, to ensure that it is adequate to a Democratic Government in a Welfare State. If so, please indicate in detail and suggest measures for improvement and efficiency?

2. What measures would you suggest for better co-ordination in respect of the activities of different departments of Government—particularly at the district level.

(a) among the departments themselves.

(b) between the different departments of Government and the units of Local Administration?

3. What measures would you suggest for ensuring that the responsibilities of Government officers at various levels are discharged in a more satisfactory manner?

4. (a) Have you any proposals to make with regard to the distribution of work among the Departments of the Secretariat with a view to see that the business of Government is done more efficiently and expeditiously?

(b) Do you think that a system of interchange of field and Secretariat experience, after some intervals (i.e., Secretariat officers going out as Executive Officers and vice versa) will be conducive to better administration? Please indicate in detail how such a course affects the administration?

5. Do you feel that a system of efficiency inspection of the working of various Departments of Government would be conducive of better efficiency? What should be the nature and content of such inspection. What should be the relationship between the Administrative Departments and the efficiency organisation?

6. (a) Have you any proposals to make regarding the methods and procedures followed in various offices of Government, with a view to see that matters are attended to and disposed of quickly? Please suggest if any changes are called for in the departmental manuals relating to office procedure?

(b) Would you suggest any revision to the Rules and Regulations relating to the subjects dealt with in your department with a view to simplify them and to avoid dilatory procedure? If so, please indicate in detail giving reasons?

(c) Do any periodical returns or reports sent by you or registers maintained by you, need simplification or elimination altogether? If so, please indicate in detail?

(d) What in your opinion are the reasons for there being delays in Government offices in the movement of files, inspite of clear instructions to the contrary in the various manuals relating to office procedure? What measures would you suggest for seeing that the instructions in the Manuals are carried out scrupulously?

7. (a) What further delegation and decentralisation of powers administrative, technical or financial at various levels would you suggest to enable the field officers to assume responsibilities and take initiative for the proper and timely implementation of the programmes, policies or schemes of Government? Please indicate in detail?

(b) What precautions would you suggest to ensure that delegated authority is not abused?

8. What measures would you suggest for discouraging any tendency on the part of officers to shirk from exercising the powers delegated to them, and for ensuring that decisions are taken confidently at the level at which discretion or delegation is vested?

9. What measures would you suggest to ensure that the Heads of Departments and Regional offices exercise more adequate and effective supervision over the field staff?

10. What is the impact of Panchayati Raj on the administration of your department? Please indicate difficulties, if any, in co-ordinating the activities of your department, with the Panchayati Raj Institutions in as far as matters relating to them are concerned?

11. Do you consider any changes necessary in the set up of administration, at the village, taluk or district level, on account of the coming into existence of the Panchayati Raj Institutions?

12. Has the administrative or technical quality of work done in the field relating to your department increased or decreased with the constitution of the Panchayati Raj Institutions?

13. What measures would you suggest to ensure that Extension Officers discharge their duties efficiently and adequate control is exercised over them by the District and Divisional Level Officers?

14. (a) What steps would you suggest to be taken to ensure that at village and taluk levels, officers are more responsive and helpful to the mass of the villagers (in regard to requests for information, complaints, etc.)?

(b) What in your opinion are the steps to be taken to satisfactorily solve the difficulties of the common villager, such as:—

(i) attention to applications for the assignment of land, or house-site or loan for fertilisers, etc., or transfer of revenue registry?

(ii) information relating to the particulars of land owned by him, exact amount of land revenue, etc., due from him.

(iii) transfer or sub-division of lands.

(iv) obtaining proper receipts for dues paid by him.

(c) Do you think that the above difficulties would be solved, at least to a certain extent if Panchayats are vested with the collection of land revenue and the maintenance of revenue records and registers?

15. Do you wish that there should be any changes in the present system of association of members of the public with the processes of Government at any level? If so, please give details?

16. What measures would you suggest to ensure that the policy decisions taken by Government from time to time particularly those relating to the economic development of the weaker sections of the population (e.g., decision to spend certain specified percentage of the plan provision under each item on Scheduled Castes and Scheduled Tribes) are properly implemented and that the benefits of these decisions reach the people to whom they are intended?

17. To what extent, do you think that want of proper office accommodation is affecting the efficiency of your department? What measures would you suggest to see that public offices are located in suitable buildings?

18. What are your general suggestions and recommendations for the improvement of the administration of your department, particularly in regard to its usefulness to the general public?

Services :

19. (a) Have Service Rules been promulgated for all categories of services in your department? If so, are any changes in the rules necessary for improving the efficiency of the services personnel? If so, please indicate with reasons?

If not, at what stage is the matter of preparation of service rules at present?

(b) What arrangements have been made in the absence of Service Rules, to deal with questions relating to recruitment, promotions, etc.

(c) Do you consider any improvements are necessary in the present system of recruitment of personnel in your Department?

(d) Is any change called for in the present basis and system of recruitment through the Public Service Commission?

20. Please furnish the following details regarding the staff working under you:—

Serial No.:

Category of post:

No. of posts sanctioned whether temporary or permanent:

No. of officers working at present:

No. of posts vacant:

...

Reasons for the posts lying vacant:

Is there any post or posts vacant under you for over three months? If so, please give details, with the reasons for the posts lying vacant?

21. Is any difficulty being felt for securing the services of qualified persons for the various categories of posts under your control? If so, how is it proposed to meet the shortage of qualified hands?

22. Do you think that there are any categories of personnel, whose recruitment should be excluded from the purview of Andhra Pradesh Public Service Commission? If so, please indicate details with reasons?

23. Are there any categories of posts in your department, which in your view are better filled by direct recruitment?

24. Do you consider that any delegation of power is necessary regarding the appointments to any category, posts under you?

25. (a) Are suitable avenues of promotion available for each category of staff in your department? If not, what are your suggestions

to ensure that qualified persons do not rot in the same post for a long time?

(b) Do you consider that with a view to improve the efficiency of Government servants at various levels, merit (as distinguished from seniority) should be given more prominence in the matter of promotion than what is being given now?

26. Are the arrangements now available for the training of staff after recruitment adequate and satisfactory? If not, what changes or improvements do you consider necessary in this regard?

27. (a) Do you consider any changes necessary in the present rules and procedures governing disciplinary action against Government servants? If so, please give details of the changes you consider necessary?

(b) How are you dealing with persons working under you who are found unsuitable for the jobs they hold? What facilities have they for improving their standards?

28. What is your estimate of the social purposiveness and morale of the services at different levels? Do you think any improvement in this regard is called for and if so, what are your suggestions?

29. (a) Are the existing facilities relating to the welfare of the services personnel sufficient and adequate? If not, what are your suggestions to improve the position?

(b) Do you think that, in respect of posts created under plan schemes, it would be better to sanction the post for the duration of the scheme instead of extending the sanction for the posts from year to year? Please indicate the reasons for your view?

Corruption:

30. To what extent is the evil of corruption due to the nature and complexity of official routine?

31. What steps do you suggest for checking this evil?

32. Please also indicate in detail what changes you feel necessary in the laws, rules and procedures to reduce the evil of corruption?

33. Do you feel that there is a general reluctance amongst Government officers to initiate disciplinary and legal action against those charged with corruption? If so, what are the reasons for this, and how can the situation be remedied?

34. What steps do you think, should be taken for ensuring the integrity of the officers at various levels?

35. What is the role played by various agencies like professional touts and others in aiding corrupt practices and what are the methods employed by them to corrupt the services?

36. What measures would you like to suggest to create a climate in which corruption and dishonesty will not survive or flourish?

37. What are the arrangements now available for periodic physical verification of departmental stocks? Is any surprise verification of stocks made now and then in your department? If so, by what agency?

38. What steps in your view should be taken by the senior officers for ensuring the integrity of their subordinates.

39. Would you like to suggest any changes or improvements in the existing organisation, viz., the State Anti-Corruption Bureau and the Vigilance Commission for dealing with cases of corruption?

Public Relations:

40. Are the measures obtaining at present to have proper public relations at various levels—particularly at the lower levels where the common man comes in greater contact with the officials, adequate? If not, what are your proposals for improving the present state of affairs?

41. Is there at present enough contact and understanding between the executives of Government and the public at the field level? If not, what steps would you suggest for improvement in this regard?

42. What arrangements would you suggest:—

(i) to see that the public are kept informed of the objectives, policies and programmes of the State Government;

(ii) to ensure that in all matters in which the citizens have to approach any of the agencies of Government for relief; they are adequately received and attended to; and

(iii) to educate the citizens regarding their rights; responsibilities, and duties and developing in them a sense of civic and social responsibility.

43. Are there at present adequate arrangements available in the various offices of the Departments of Government to attend to complaints, enquiries, request for information, etc., from the public? If not, what steps would you suggest for improving in this direction and for securing quicker and more efficient service to all members of the public?

Are applications, petitions, representations, etc., received from the public being acknowledged properly? If not, what suggestions would you make to ensure that this is done?

44. Do you consider that the important general grievances of the people or their reactions to a particular policy or programme of Government are regularly intimated by all officers of Government to the State Government? If not, what steps would you suggest to see that Government is apprised from time to time of the grievances, difficulties and reactions of the public in regard to various policies and programmes taken up by them?

Part B

1. Do you think that the administrative machinery of the Government as at present organised at various levels (i.e., at Secretariat, Heads of Departments, Regional, District, Taluk and Village Levels) is adequate for the tasks that confront it, particularly for the greater tasks that are ahead and is in keeping with the problems that have to be faced in a democratic Government in a Welfare State?

What in your view, are the main defects noticed in it and what are your suggestions for remedying them?

Have you any suggestions to make in order to see that the responsibilities of the Secretariat and the Heads of Departments are discharged more effectively and efficiently?

2. (i) Would you like to suggest any measures to improve the top level co-ordination and policies formulation at the State level? If so, please give your suggestions?

(ii) What measures would you suggest for the better co-ordination of the activities of different departments and particularly as between the State Government offices and units of local administration.

(iii) Do you notice any duplication of work among the Departments of Government or between Departments of Government and units of local administration? If so, what are the details relating to it? What measures would you suggest for avoiding this?

3. (a) How would you define and delineate the business between the Secretariat and the Heads of Departments with a view to ensure that the Secretariat concerns itself with matters of policy, general supervision and enforcement of standards leaving the Heads of Departments and other executive agencies to freely implement the policies and carry out the tasks entrusted to them?

(b) Do you consider that there should be an interchange at some intervals of field and Secretariat experience, i.e., Secretariat Officers going out as Executive Officers and vice versa, for better administration? Please indicate in detail, how such a course improves efficiency in administration?

Do you think that the changes recently brought about in the administrative system are adequate, particularly in view of:—

(a) the increasing role of the administrative machinery in Planning and Development of the country's economy, and

(b) the acceptance by the Nation of the goal of socialistic pattern of society. If not, what are the inadequacies of the changes and how may they be made up?

5. What measures would you suggest to ensure that sufficient guidance and direction for the proper implementation of schemes, and for the efficient carrying out of Government work are available to the field staff from the senior supervising officers?

6. What, in your opinion are the main reasons, for such delays as are noticed in Government business?

7. It is said that delay in dealing with cases at various levels is the cause for inefficiency, corruption and other evils in the administration. What are your suggestions for seeing that delays are avoided?

8. Do you feel that there should be a system of efficiency inspection by a special agency, to examine the working of various departments? If so, what should be the nature of the agency, and how should such an inspection be conducted?

9. (a) Do you notice any trends of deterioration, of late, in the administration, if so, what in your opinion, are the causes underlining them? What measures would you suggest to avoid this trend?

(b) Do you notice any undue interference by superior authorities or others in the day to day administration of an officer? If so, what are your suggestions to reduce such interference?

10. To what extent do you think that the evil of corruption is due to the nature and complexity of official routine? Please indicate in detail what changes you feel necessary in the laws, rules and procedures to reduce the evil of corruption?

11. What is the role played by various agencies like professional touts, contact men, etc., in aiding corrupt practices and what are the methods employed by them to corrupt the services?

What measures do you consider necessary to discourage these agencies?

12. Would you suggest any changes or improvements in the existing organisation (viz., the State Anti-Corruption Bureau and the Vigilance Commission) for dealing with cases of corruption?

13. What would you like to suggest to create a climate in which corruption and dishonesty will not survive or flourish?

14. What steps in your view should be taken by the senior officers for enforcing the integrity of the subordinates?

15. Please suggest, if you consider any further delegation or decentralisation of power to the Administrative Departments of Government, Heads of Departments or other executive agencies is necessary and if so, please give details?

16. What has been the impact of the Panchayati Raj on the administration of the State? Please give your views in detail?

17. To what extent and in what manner do you find any existing laws and rules framed thereunder by the State Government irksome and what are your suggestions to remedy them?

18. Do you wish that there should be any changes in the present system of association of members of the public with the processes of Government at any level? If so, please give details?

19. What measures would you suggest to ensure that the decisions taken by Government from time to time particularly those relating to the economic development of the weaker sections of the population (e.g., decision to spend certain specified percentage of the plan provision under each item on Scheduled Castes and Scheduled Tribes) are properly implemented and that the benefits of these decisions reach the people to whom they are intended?

20. What are your suggestions to ensure that the complaints, enquiries and requests for information from the public are examined and attended to properly and quickly at all levels?

21. Is the receipt of representations, petitions, applications for permits, licences, etc., sent to Government offices being acknowledged promptly, so far as your information goes? If not what measures would you suggest to see that this is invariably done?

22. Do you consider that the arrangements now available for public relations in the various Government offices are adequate? If

not, what measures would you suggest for the improvement of contact and understanding between the public and the executive wings of Government at all levels?

23. What arrangements would you suggest:

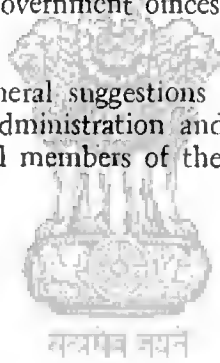
(i) to see that the public are kept informed of the objectives, policies and programmes of the State Government;

(ii) to ensure that in all matters in which the citizens have to approach any of the agencies of Government for relief, they are adequately received and attended to; and

(iii) to educate the citizens regarding their rights, responsibilities, and duties and developing in them a sense of civic and social responsibility.

24. What, in your view are the avoidable wastages, that can be prevented in the various Government offices? What are the remedies for avoiding these?

25. What are your general suggestions and recommendations for the improvement of the administration and for securing quicker and more efficient service to all members of the public?



APPENDIX II

LIST OF OFFICIALS, NON-OFFICIALS, INSTITUTIONS AND ASSOCIATIONS, TO WHOM QUESTIONNAIRE WAS CIRCULATED

I. List of Officials:

- (1) Chief Secretaries of all other State Governments.
- (2) All Departments of Secretariat.
- (3) Legislature Secretariat.
- (4) Secretary to Governor.
- (5) Registrar, High Court.
- (6) All other Heads of Departments with spare copies for the Regional Officers and select District Officers.
- (7) All Collectors.
- (8) All District and Sessions Judges.
- (9) Sri Gulam Rasool, B.A., B.L., Deputy Secretary to Government, Food and Agriculture Department.
- (10) All Revenue Divisional Officers.
- (11) All Tahsildars.
- (12) All Block Development Officers.

II. List of Non-officials including Retired Officials:

- (1) All Members of Lok Sabha from Andhra Pradesh.
- (2) All Members of the Rajya Sabha from Andhra Pradesh.
- (3) All Members of Legislative Assembly of Andhra Pradesh.
- (4) All Members of Legislative Council of Andhra Pradesh.
- (5) All Chairmen of Zilla Parishads, Andhra Pradesh.
- (6) All Presidents of Panchayat Samithis, Andhra Pradesh.
- (7) The Vice-Chancellors, Andhra, Sri Venkateswara, Osmania and Agriculture Universities, Andhra Pradesh.
- (8) Sri T. Gajraj, B.A., (retired Assistant Director), Social Welfare, c/o Methodist High School, Hyderabad.
- (9) Sri D. V. G. Rama Rao, Domalguda, Hyderabad.
- (10) Sri T. V. Satyanarayana Rao, Suryaraopet, Kakinada.
- (11) Sri K. Sambasiva Rao Naidu, Vijayanagar Colony, Hyderabad.

- (12) Sri V. Venkata Rayadu, Ashoknagar, Hyderabad.
- (13) Sri A. Ramachandra Reddy, Nellore (Town).
- (14) Sri S. Koteswara Rao, Bank Colony, Hyderabad.
- (15) Sri S. A. Dharmaraj, No. 209/3RT, Vijayanagar Colony, Hyderabad.
- (16) Sri Jagjeevan Chand, Red Hills, Hyderabad.
- (17) Sri Surya Rao, Railway Boarder St., T'Nagar, Madras-29.
- (18) Sri Md. Mohibullah, Retired Collector, Kakinada.
- (19) Sri Syed Mohiuddin, Amirpet, Hyderabad.
- (20) Sri P. C. James, No. 10-5-38, Masab Tank, Hyderabad.
- (21) Sri Syed Ahmed, No. 16-2-30, Jalashal Darrys, Chanchalguda, Hyderabad.
- (22) Sri N. Durgayya, No. 278, Nehru Nagar, Secunderabad.
- (23) Sri V. V. Narayana Rao, Gandhi Nagar, Kakinada.
- (24) Sri G. Ramamurthy, Retired Collector, Kakinada.
- (25) Sri T. Prabhakar Rao, No. 6, Malony Road, Madras-29.
- (26) Sri Bashir Ahmed Tahir C/o Dr. Latif Sayeed, Kingkothi, Hyderabad.
- (27) Sri M. A. Hameed, Shanti Nagar, Hyderabad.
- (28) Sri T. Seshachari, Himayathnagar, Hyderabad.
- (29) Sri D. Basava Raju, Banjara Hills, Hyderabad.
- (30) Sri N. Narayanaswami, Retired Joint Collector, Extensions, Anantapur.
- (31) Sri B. Jogappa, Retired Collector, Arvindanagar, Anantapur.
- (32) Sri Y. Roshan Sahib, I.P.S., Retired Deputy Inspector-General of Police, Anantapur.
- (33) Sri M. Sirajuddin, I. P., 126 Masab Tank Road, Hyderabad.
- (34) Sri K. M. Unnithian, I.C.S. (Retired), Lotus Villa, Sasthumangalam, Trivindaram, Kerala State.
- (35) Sri O. Pulla Reddy, I. C. S. (Retired), Vice Chancellor, Agriculture University.
- (36) Sri C. Kesaviah Naidu, Chandragiri, Chittoor.
- (37) Sri Ramachandra Reddy, B.Com., 145 'B', New Malakpet, Hyderabad.
- (38) The Deputy Director, Small Industry Extension Training Institute, Yousufguda, Hyderabad.
- (39) Sri M. P. Pai, I.C.S., Chairman, Tariff Commission of India, Bombay

III. List of Institutions:

- (1) President, Chamber of Chairmen of Municipalities.
- (2) Secretary, Andhra Chamber of Commerce.
- (3) Secretary, Regional Branch of Institute of Public Administration, Hyderabad.
- (4) Secretary, Andhra Pradesh Branch of Indian Institute of Economics, 3-6-213, Himayatnagar, Hyderabad.
- (5) Political Parties:—
 - (1) Congress.
 - (2) Communist.
 - (3) Swatantra.
 - (4) Republican Party.
 - (5) Janasangh.
 - (6) Praja Party.
 - (7) Bharat Socialist Party.
- (6) Additional Secretary, Andhra Pradesh State Co-operative Bank, Limited.
- (7) Managing Director, Andhra Pradesh State Financial Corporation.
- (8) Assistant Secretary, Andhra Pradesh Chamber of Commerce.
- (9) President, State Chamber of Panchayat.
- (10) Secretary, Bharat Sevak Samaj, Domalguda, Hyderabad.
- (11) Secretary, Harijan Sevak Sangh, Vijayawada.
- (12) Secretary, Adikjati Sevak Sangh, Nellore.
- (13) Chairman, Sarvodaya Mandali, Gandhi Bhavan, Hyderabad.
- (14) Sri V. Kurmayya, President, Harijan Sevak Sangh, c/o Small Scale Industries Corporation.
- (15) Chairman, State Social Welfare Advisory Board, Hyderabad.
- (16) Sri Y. Ramabrahmam, General Secretary, Andhra Pradesh Motor Unions Congress 4-3-349, Bank Street, Hyderabad.

List of Associations:

- (1) Andhra Pradesh Non-Gazetted Officers Association, No.3, Setha 1 Mansions, Nampalli Station Road, Hyderabad.
- (2) Hyderabad Non-Gazetted Officers Central Union, c/o Sri N. Surendranath, Section Officer, Industries Department.
- (3) The State Teachers Union, Andhra Pradesh C/o Sri Vaman Rao Anjutgi, H. No. 3-6-561/1, Himayatnagar, Hyderabad.
- (4) All Andhra Pradesh Government Class IV Employees Central Associations, Kattalmandi, Troop Bazar, Hyderabad.

- (5) The Andhra Pradesh Civil Services (Executive Branch) Association, C/o Sri Y. Ramamurthy, Assistant Secretary, Board of Revenue.
- (6) Andhra Pradesh Secretariat Association, C/o Sri V. V. Krishnaiah, Assistant, Home Department.
- (7) All Andhra Pradesh Health and Medical Employees' Union, Shahirath Khan, Charminar, Hyderabad-2.
- (8) Government Press Employees Union, 16-4-495, Chanchalguda, near Gachi Bowli, Hyderabad.
- (9) The Andhra Pradesh Government Electrical Engineer's Association, 10-2-3, A.C. Guards, Hyderabad.
- (10) Electricity Workshop Worker's Union, Mint Compound, Saifabad.
- (11) The Association of Engineers, Errum Manzil, Hyderabad-4.
- (12) Public Works Department Workshops, Mazdoor Sabha, Mint Compound.
- (13) Andhra Pradesh Highways Engineers' Association, C/o Office of the Chief Engineer (Highways), Begumpet.
- (14) Andhra Municipal Commissioner's Association, c/o Octroi Superintendent, Municipal Corporation, Hyderabad.
- (15) The Andhra Pradesh Agricultural Officer's Association, Office of the Director of Agriculture, Hyderabad.
- (16) Andhra Pradesh Agricultural Farms Employees Union, Rajendranagar.
- (17) The Andhra Pradesh Co-operative Gazetted Officers' Association, C/o Registrar of Co-operative Societies, Hyderabad.
- (18) The Andhra Pradesh Sub-Registrars' Association, C/o Inspector-General of Registration and Stamps, Andhra Pradesh, Hyderabad.
- (19) The Andhra Pradesh Forest Officer's Association, Office of the Chief Conservator of Forests, Andhra Pradesh, Hyderabad.
- (20) District and Divisional Panchayat Officers' Association, C/o Licence Officer, Municipal Corporation of Hyderabad.
- (21) The Association of Assistant Public Prosecutors, Andhra Pradesh, Visakhapatnam.
- (22) Association of Honorary Medical Officers, Andhra Pradesh, 4-3-324, Mehdiapatnam Road, Hyderabad.
- (23) Government Garden Malees' Union, Mint Compound, Saifabad, Hyderabad.

- (24) The Hyderabad Engineers Association, 3-6-257, Himayatnagar, Hyderabad.
- (25) The Indian Civil and Administrative Service Association, Andhra Pradesh, Nizamsugar Factory Buildings, Fateh-
maidan, Hyderabad.
- (26) The Andhra Pradesh Indian Police and Indian Police Service Association, C/o Sri R. Narayanswamy, Superintendent of Police, Special Branch, C.I.D., Hyderabad.
- (27) Teachers Association of Government Polytechnic, Polytechnic Institute, Masab Tank, Hyderabad.
- (28) Andhra Pradesh Secretariat Officers Association, C/o Sri B. Sivachandra, Assistant Secretary, General Administration Department, Hyderabad.
- (29) High Court Press Employees Union, High Court, Hyderabad.
- (30) Water Works Union, Nallakunta, Pratab Bagh, Hyderabad.
- (31) Government Distilleries Workers Union, Government Distilleries, Narayanguda, Hyderabad.
- (32) The Andhra Pradesh Veterinary Assistant Surgeon's Service Association, Kaikaluru, Krishna district.
- (33) The Andhra Engineering Association, Public Works Department, office of the Chief Engineer, Erram Manzil.
- (34) The Andhra Pradesh Teachers' Union, former Andhra Teachers' Federation, Gandhinagar, Vijayawada.
- (35) Rayalaseema, Andhra and Telangana Village Officers' Associations.
- (36) District Court Bar Association, Cuddapah.
- (37) District Court Bar Association, Rajahmundry, East Godavari district.
- (38) District Court Bar Association, Eluru, West Godavari district.
- (39) District Court Bar Association, Guntur.
- (40) District Court Bar Association, Machilipatnam, Krishna.
- (41) District Court Bar Association, Kurnool.
- (42) District Court Bar Association, Nellore.
- (43) District Court Bar Association, Srikakulam.

- (44) District Court Bar Association, Visakhapatnam.
- (45) District Court Bar Association, Khammam.
- (46) District Court Bar Association, Mahaboobnagar.
- (47) District Court Bar Association, Sangareddy, Medak district.
- (48) District Court Bar Association, Nizamabad.
- (49) District Court Bar Association, Warangal.
- (50) District Court Bar Association, Adilabad.
- (51) District Court Bar Association, Karimnagar.
- (52) District Court Bar Association, Nalgonda.



सत्यमेव जयते

APPENDIX III

LIST OF INDIVIDUALS AND INSTITUTIONS FROM WHOM
SUGGESTIONS WERE RECEIVED WITH REFERENCE
TO THE PRESS RELEASE.

- (1) Sri D. Manikya Rao, Secunderabad.
- (2) Sri Kattu Paramatma Anandasrama, Cuddapah district.
- (3) Sri Ch. Madhava Rao, Retired Engineer, Bapatla, Guntur district.
- (4) Sri P. Narayana Rao, B.A., Retired Co-operative Registrar, Perala, Chirala Post, Guntur district.
- (5) Sri Pratti Krishna Rao, Tadepalligudem.
- (6) Sri T. Gaja Raj, B.A., Correspondent, 'The New Administrator', Kairatabad, Hyderabad.
- (7) Sri P. Anthony Reddy, M.L.A.
- (8) Sri V. S. Murty, Head of the Department of Public Administration, Nagpur University.
- (9) Sri B. R. K. Murty, Radio Operator, Police Radio Station, Khammam.
- (10) Sri D. Ranga Reddy, Chittoor district.
- (11) Sri N. Prasada Rao, M.L.C.
- (12) Sri M. B. D. Saxena, Hyderabad.
- (13) Sri Syed Khasim, Ex-Clerk, Revenue Department.
- (14) Sri R. V. K. Visweswara Rao, Sultanabad, Karimnagar district.

APPENDIX IV

LIST OF OFFICIALS ,NON-OFFICIALS AND ASSOCIATIONS
EXAMINED BY THE COMMITTEE

A. Officials:

- (1) Sri M. T. Raju, I.C.S., First Member, Board of Revenue.
- (2) Sri J. P. L. Gwynn, I.C.S., Second Member, Board of Revenue.
- (3) Sri V. Rajeswar Rao, I.A.S., Third Member, Board of Revenue.
- (4) Sri Syed Ali, I.A.S., Fourth Member, Board of Revenue.
- (5) Sri C. Seshagiri Rao, I.A.S., Secretary, Revenue Department.
- (6) Sri P. V. Ratnam, I.A.S., Collector, Hyderabad
- (7) Sri B. N. Raman, I.A.S., Collector, Nizamabad.
- (8) Sri M. A. Haleem, I.A.S., Collector, Warangal.
- (9) Sri C. Narasimham, I.A.S., Secretary, Planning Department.
- (10) Sri H. Sambamurthy, I.A.S., Secretary, Food and Agriculture Department
- (11) Sri I. Ramamohan Rao, Director of Fisheries.
- (12) Sri M. P. Cariappa, I.A.S., Registrar of Co-operative Societies.
- (13) Sri D. Viswanatha Reddy, Director of Agriculture.
- (14) Sri P. Prabhakara Rao, Director of Animal Husbandry.
- (15) Sri B. K. Rao, I.A.S., Deputy Secretary, Panchayati Raj Department, represented the Secretary, Panchayati Raj Department.
- (16) Sri K. Subba Rao, Director of Marketing.
- (17) Sri D. Ranga Ramanujam, Director of Bureau of Economics and Statistics.
- (18) Revenue Divisional Officer, Jagtial, Karimnagar district.
- (19) Tahsildar, Kalahasthi, Chittoor district.
- (20) Tahsildar, Siddipet, Medak district.
- (21) Tahsildar, Ramachandrapuram, East Godavari district.
- (22) Block Development Officer, Penumantra West Godavari district.
- (23) Block Development Officer, Jadcherla, Mahbubnagar district.
- (24) Sri A. P. Ranganathaswami, Chief Engineer, Nagarjunasagar Dam.
- (25) Sri V. Suryanarayana, Chief Engineer, Nagarjunasagar, Canals.
- (26) Sri M. A. Rahman, Chief Engineer, Srisailem Project,

- (27) Sri K. Krishna Reddy, Chief Engineer, Highways and Buildings.
- (28) Sri Bashiruddin Ahmed Khan, Chief Engineer (Public Health and Local Administration).
- (29) Sri V. Parvateesam, Chief Engineer (Admn.), Electricity Board.
- (30) Sri O. Thimmaiah, Chief Engineer, Projects and Board.
- (31) Sri T. V. Krishna Rao, Deputy Chief Engineer (Admn.), represented Sri K. V. Srinivasa Rao, Chief Engineer, Civil Department.
- (32) Sri P. T. Malla Reddy, Chief Engineer (General and Irrigation).
- (33) Sri G. V. Chowdary, Secretary to State Legislature.
- (34) Sri M. A. Abbasi, I.A.S., Secretary to Government, Finance Department.
- (35) Sri P. V. Raghava Rao, I.A. & A.S. (Retd.), Financial Adviser and Chief Accounts Officer, Nagarjunasagar Project.
- (36) Sri L. Bullayya, Director of Public Instruction.
- (37) Sri T. R. Doss, Director of Technical Education.
- (38) Sri P. Kamala Manohara Rao, Joint Director of Social Welfare (represented Director of Social Welfare).
- (39) Sri G. M. Ahmed, Director of Women's Welfare (in-charge).
- (40) Sri A. T. M. Abdul Khader, Director of Medical Services.
- (41) Sri Ghulam Ahmed, Director of Public Health.
- (42) Sri Mohsin Bin Shabbir, Director of Municipal Administration.
- (43) Sri A. K. K. Nambiar, Inspector-General of Police.
- (44) Sri Shiv Kumar Lal, Director of Fire Services.
- (45) Sri C. P. Patel, Inspector-General of Prisons.
- (46) Sri Bharat Chand Khanna, I.A.S., Commissioner of Labour.
- (47) Sri S. A. Abbasi, Director of Employment.
- (48) Sri S. A. Quadar, I.A.S., Collector, Kurnool.
- (49) Sri J. Jayarama Rao, Inspector-General of Registration.
- (50) Sri Hunnayun Yar Khan, Transport Commissioner.
- (51) Sri T. Ramachandra Rao, Director of Information and Public Relations.
- (52) Sri G. Narayan Setty, Commissioner, Hindu Religious and Charitable Endowments.
- (53) Sri R. Vittal Rao, I.A.S., Director of Stationery and Printing.

- (54) Sri B. Pratap Reddy, I.A.S., Director of Industries and Commerce.
- (55) Sri B. F. Dittia, I.A.S., Director of Stores, Purchase and Industrial Marketing.
- (56) Sri S. Vijayarangam, I.P.S., Director of Anti-Corruption Bureau.
- (57) Sri P. Srinivasa Rao, Chief Conservator of Forests.
- (58) Sri K. N. Anantharaman, I.C.S., Chief Secretary to Government.
- (59) Sri S. A. Iyengar, I.C.S., Secretary to Government, Home Department.
- (60) Sri A. Krishnaswami, I.A.S., Secretary to Government, Public Works Department.
- (61) Sri N. Bhagavandas, I.A.S., Secretary to Government, Education Department.
- (62) Sri K. B. Lal, I.A.S., Secretary to Government, Health, Housing and Municipal Administration Department.
- (63) Sri G. A. Narasimha Rao, Additional Secretary to Government, Public Works Department, Projects Wing.

B. Retired Officials and Non-officials:

- (1) Sri E. Laxma Reddy, M.L.C.
- (2) Sri Vavilala Gopalakrishnayya, M.L.A.
- (3) Sri P. Sriramamurthy, M.L.C. (Teachers—Krishna).
- (4) Sri S. T. P. V. Kurmacharyulu, M.L.C. (Teachers—Circars North)
- (5) Sri G. Appalaswami, M.L.C.
- (6) Sri Appala Naidu, M.L.A.
- (7) Sri S. R. V. V. Krishnamraju, M.L.A.
- (8) Sri Sagi Suryanarayana Raju, Chairman, Zilla Parishad, Visakhapatnam.
- (9) Sri Appadu Dora, M.L.A.
- (10) Sri P. V. Ramana, M.L.A.
- (11) Sri D. Kondala Rao, M.L.A.
- (12) Sri R. Latchapatrudu, M.L.A.
- (13) Dr. T. Kanaka Raju, M.L.C.
- (14) Sri Krithichandra Deo, M.L.A.
- (15) Sri S. Ch. Appala Naidu, M.L.A.

- (16) Sri D. Chandramma Dora, President, Panchayat Samithi, Madugula.
- (17) Sri Kundour Laxminarasimha Reddy, M.L.A.
- (18) Sri G. Mallikarjuna Rao, M.L.A.
- (19) Sri R. Narasimha Ramiah, M.L.A.
- (20) Sri N. Yethirajaro, M.L.A.
- (21) Sri B. Rajaram, M.L.A.
- (22) Sri N. Mohanrao, M.L.A.
- (23) Sri Dharma Reddy, Chairman, Zilla Parishad, Warangal.
- (24) Sri V. K. D. V. Satyanarayanaraju, Chairman, Zilla Parishad, Eluru.
- (25) Sri G. Rangaraju, M.L.A.
- (26) Sri C. Krishnamurthy, M.L.C.
- (27) Sri P. Bapaiah, M.L.A.
- (28) Dr. T. V. S. Chalapathi Rao, M.L.A.
- (29) Sri Kakani Venkatarathnam, M.L.A.
- (30) Sri D S. Subramanyam, M.L.C.
- (31) Sri D. Sitaramaiah, M.L.A.
- (32) Sri Poola Subbaiah, M.L.A.
- (33) Sri H. Seetharamireddi, M.L.A.
- (34) Sri K. B. Narasappa, M.L.A.
- (35) Sri P. V. Krishnareddy, M.L.A.
- (36) Sri S. Jayaraju, M.L.A.
- (37) Sri M. Subba Reddi, M.L.C.
- (38) Sri D. Pandurangareddy, M.L.C.
- (39) Sri P. Satyaraj Pandit.
- (40) Sri Nagappa, ex-M.P.
- (41) Sri J. A. Dharmaraj, I.A.S. (Retd.).
- (42) Sri T. Seshachari, I.A.S. (Retd.)
- (43) Sri M A. Hameed, I.A.S. (Retd.).
- (44) Sri M. Sirajuddin, I.P. (Retd.).
- (45) Sri P. Poli Reddy, B.A., Retired Deputy Director of Industries and Commerce.
- (46) Sri A. Seetha Ram Reddy, M.L.C.
- (47) Sri P. Ramachandra Reddy, M.L.A.
- (48) Sri A. Lakshmi Narasimha Reddy, Chairman, Zilla Parishad, Nalgonda.

- (49) Sri K. Ramachandra Reddy, M.L.A.
- (50) Sri K. Rukmareddy, M.L.A.
- (51) Sri J. Rameshwar Rao, M.P.
- (52) Sri Nagnath Rao, M.L.A.
- (53) Sri K. Ranga Das, M.L.A.
- (54) Sri Ch. Shankar Rao, M.L.C.
- (55) Sri A. Ramachandra Reddy, M.L.A.
- (56) Smt. T. Shanta Bai, M.L.A.
- (57) Smt. Sumithra Devi, M.L.A.
- (58) Smt. Seetha Yudhvir, M.P.
- (59) Smt. A. Kamala Devi, M.L.A.
- (60) Sri C. Hanumantha Reddy, M.L.A.
- (61) Sri B. Dharmabhiksham, M.L.A.
- (62) Sri G. Raja Ram, M.L.A.

C. Institutions and Associations :

- (1) Sri K. Veerabhadra Rao, President, Village Officers Association, Circars districts.
- (2) Sri Somayajulu, Advocate, President, Inamdars Association.
- (3) Sri K. Ranga Reddi, President, Village Officer's Association (Rayalaseema).
- (4) Indian Police and Police Service Association.
Sri T. Ponnaiah.
- (5) Sri N. K. Seth, I.A.S., Indian Civil and Administrative Service Association.
- (6) Sarvasree K. Ramachandra Reddy, G. Mutha Reddy and P. Anjaneyulu, State Teachers Union.
- (7) Sarvasree K. V. Raghavayya, A.P.P., Masula and G. Visweswara Rao, A.P.P., Visakhapatnam, Association of Assistant Public Prosecutors.
- (8) Sri A. Sreeramulu and Sri P. Satyanarayana, the Andhra Pradesh Non-Gazetted Government Officers Association.
- (9) Sri G. Hanumantha Rao and Sri S. Dharma Rao, The Andhra Pradesh Secretariat Association.
- (10) Sri A. S. Ahmed, Sri N. Surendranath and Sri R. S. Sastry The Hyderabad Non-Gazetted Officers Central Union.
- (11) Sri A. Ramachander Rao, The Andhra Pradesh Government Electrical Engineers Association.

APPENDIX V

LIST OF HEADS OF DEPARTMENTS

General Administration Department :

- (1) Agent to Government of Andhra Pradesh, New Delhi.
- (2) Comptroller, Government House Department.
- (3) Director, Anti-Corruption Bureau.
- (4) Director of Information and Public Relations.
- (5) Secretary to Governor.
- (6) Secretary, Legislature Secretariat. (Status since raised to that of a Department of Secretariat).
- (7) Secretary, Public Service Commission.
- (8) Tribunal for Disciplinary Proceedings.
- (9) Vigilance Commissioner.

Food and Agriculture Department :

- (1) Chief Conservator of Forests.
- (2) Director of Agriculture.
- (3) Director of Marketing.
- (4) Director of Fisheries.
- (5) Director of Animal Husbandry.
- (6) Commissioner for Integrated Milk Supply Scheme
- (7) Director of Civil Supplies.
- (8) Registrar of Co-operative Societies.

Health, Housing and Municipal Administration :

- (1) Chief Engineer, Public Health.
- (2) Director of Medical Services.
- (3) Director of Municipal Administration.
- (4) Director of Town Planning.
- (5) Director of Public Health.
- (6) Special Officer, Indian Medicine.
- (7) Andhra Pradesh Housing Board.

Planning Department : ...

- (1) Director, Bureau of Economics and Statistics.

Home Department :

- (1) Administrator-General and Official Trustee.
- (2) Chairman, Industrial Tribunal.
- (3) Chief Inspector of Boilers.
- (4) Chief Inspector of Factories.
- (5) Commissioner of Labour.
- (6) Commissioner, Hindu Religious and Charitable Endowments and Director of Endowments.
- (7) Director of National Employment Service.
- (8) Director of Fire Services.
- (9) Inspector-General of Police.
- (10) Inspector-General of Prisons.
- (11) Registrar, High Court.
- (12) Transport Commissioner.
- (13) Chief Executive Officer, Andhra Pradesh State Road Transport Corporation.

Revenue Department :

- (1) Board of Revenue (Civil Supplies).
- (2) Board of Revenue (Land Revenue).
- (3) Board of Revenue (Excise and Prohibition).
- (4) Board of Revenue (Commercial Taxes).
- (5) Director of Consolidation of Holdings.
- (6) Director of Settlements.
- (7) State Editor, District Gazetteers.
- (8) Inspector-General of Registration and Stamps.
- (9) Jagir Administrator.
- (10) Nizam Atiyat.
- (11) Sales Tax Appellate Tribunal.

Education Department :

- (1) Commissioner for Government Examinations.
- (2) Director of Public Instruction.
- (3) Director of Public Libraries.
- (4) Director of Archaeology and Museums.
- (5) Director of State Archives.
- (6) Director of Social Welfare.

- (7) Director of Women Welfare.
- (8) Director of Technical Education.
- (9) Director, Andhra Pradesh Text Book Press.
- (10) Translator to Government.
- (11) Registrar of Books.
- (12) Director of Employment and Training.
- (13) Director, National Cadet Corps.

Panchayati Raj Department:

Chief Engineer, Local Administration.

Finance Department:

- (1) Director of Treasuries and Accounts.
- (2) Secretary, Andhra Pradesh Life Insurance Department.

Law Department:

Editor, Indian Law Reports, Andhra Pradesh Series.

Industries Department:

- (1) Director of Stores Purchase and Industrial Marketing.
- (2) Controller of Weights and Measures.
- (3) Director of Industries and Commerce.
- (4) Director of Handlooms.
- (5) Director of Mines and Geology.
- (6) Director of Printing and Stationery.

Public Works Department:

- (1) Chief Engineer, General.
- (2) Chief Engineer, Major Irrigation.
- (3) Chief Engineer, Minor Irrigation.
- (4) Chief Engineer, Roads and Buildings.
- (5) Chief Engineer (Civil) Electricity.
- (6) Chief Engineer, Electricity (Board).
- (7) Chief Engineer, Special.

- (8) Chief Engineer, Nagarjunasagar Canals.
- (9) Chief Engineer, Nagarjunasagar Dam.
- (10) Chief Engineer, Srisaïlam Projects.
- (11) Special Collector, Nagarjunasagar Projects.
- (12) Financial Adviser and Chief Accounts Officer to Government.
- (13) State Port Officer, Kakinada.
- (14) Superintendent, Government Gardens.



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APPENDIX VII

(Para 2.48)

I

LIST OF HEADS OF DEPARTMENTS WHO WILL HAVE EX-OFFICIO SECRETARIAT STATUS, IN RESPECT OF WHOM FILES WILL MOVE FROM THEIR OFFICES TO SECRETARIAT (ADMINISTRATIVE WING) AND VICE VERSA.

- (1) Director of Information and Public Relations
- (2) Inspector-General of Police.
- (3) Transport Commissioner.
- (4) Commissioner of Civil Supplies.
- (5) Director of Agriculture.
- (6) Director of Animal Husbandry.
- (7) Chief Conservator of Forests.
- (8) Registrar of Co-operative Societies.
- (9) Commissioner of Land Revenue and Irrigation
- (10) Commissioner, Excise and Prohibition.
- (11) Commissioner, Commercial Taxes.
- (12) Commissioner, Panchayati Raj.
- (13) Director, Municipal Administration.
- (14) Chief Engineer (Irrigation).
- (15) Chief Engineer (Roads and Buildings).
- (16) Chief Engineer, Electricity.
- (17) Director, Medical and Public Health.
- (18) Director of Public Instruction.
- (19) Director, Technical Education.
- (20) Director of Social Welfare.
- (21) Commissioner of Labour.
- (22) Director, Industries and Commerce.
- (23) Director of Printing, Stationery, Stores Purchase and Industrial Marketing.

II

LIST OF HEADS OF DEPARTMENTS, WHO WILL NOT HAVE EX-OFFICIO SECRETARIAT STATUS AND IN RESPECT OF WHOM CORRESPONDENCE WILL CONTINUE TO BE CARRIED OUT ONLY BY LETTER.

- (1) Vigilance Commissioner.
- (2) Secretary, Andhra Pradesh Public Service Commission.
- (3) Secretary to Governor.
- (4) Comptroller, Government House Department.
- (5) Agent to Government of Andhra Pradesh, New Delhi.
- (6) Chief Executive Officer, Andhra Pradesh State Road Transport Corporation.
- (7) Director of Consolidation of Holdings and Settlement.
- (8) State Editor, District Gazetteers.
- (9) Sales Tax Appellate Tribunal.
- (10) Administrator-General and Official Trustee.
- (11) Registrar, High Court.
- (12) Editor, Indian Law Reports, Andhra Pradesh Series.
- (13) Special Collector, Nagarjunasagar Projects.
- (14) Superintendent, Government Gardens.
- (15) State Port Officer.
- (16) Other Chief Engineers.
- (17) Andhra Pradesh Housing Board.
- (18) Director, Andhra Pradesh Text-Book Press.
- (19) Director, National Cadet Corps.
- (20) Chairman, Industrial Tribunal.

III

OTHER HEADS OF DEPARTMENTS, WHO WILL NOT HAVE EX-OFFICIO SECRETARIAT STATUS, BUT IN RESPECT OF WHOM CORRESPONDENCE TO THE SECRETARIAT WILL BE BY LETTER FOR THE PRESENT.

- (1) Director of Fire Services.
- (2) Director of Marketing.
- (3) Director of Fisheries.
- (4) Commissioner, Integrated Milk Supply Scheme.
- (5) Inspector-General of Registration and Stamps.

- (6) Nazim Atiyat and Jagir Administrator.
- (7) Commissioner, Hindu Religious and Charitable Endowments.
- (8) Director, Bureau of Economics and Statistics.
- (9) Chief Engineer (Rural Water Supply and Local Administration).
- (10) Director, Town Planning.
- (11) Secretary, Andhra Pradesh Life Insurance Department.
- (12) Director of Treasuries and Accounts.
- (13) Inspector-General of Prisons.
- (14) Financial Advisor and Chief Accounts Officer.
- (15) Special Officer, Indian Medicine.
- (16) Director, Government Examinations.
- (17) Director, Public Libraries.
- (18) Director of Archæology and Museums.
- (19) Director, State Archives.
- (20) Translator to Government and Registrar of Books.
- (21) Director of Employment and Training.
- (22) Director of Handlooms.
- (23) Director of Mines and Geology.
- (24) Controller of Weights and Measures.
- (25) Chief Inspector of Boilers.
- (26) Chief Inspector of Factories.

APPENDIX IX

(Para 3.2)

SERVICES IN RESPECT OF WHICH THE INTEGRATION
OF SERVICE RULES HAS NOT YET BEEN DONE

- (1) Ministerial Service Rules.
- (2) Information and Public Relations State Service.
- (3) Information and Public Relations Subordinate Service.
- (4) Hindu Religious and Charitable Endowments Administration Service.
- (5) Andhra Pradesh Subordinate Service—Finger Print Bureau, Special Rules.
- (6) Co-operative Subordinate Service.
- (7) Social Welfare Subordinate Service.
- (8) Engineering Service.
- (9) Engineering Subordinate Service.
- (10) Electrical Service.
- (11) Electrical Subordinate Service.
- (12) Highways Engineering Service.
- (13) Highways Engineering Subordinate Service.
- (14) General Service—Class I—Chief Accountants in the Electricity Department.
- (15) General Subordinate Service—Class XXVII—Bill Collectors in Electricity Department.
- (16) Rules for the recruitment to the posts in the Engineering Research Department.